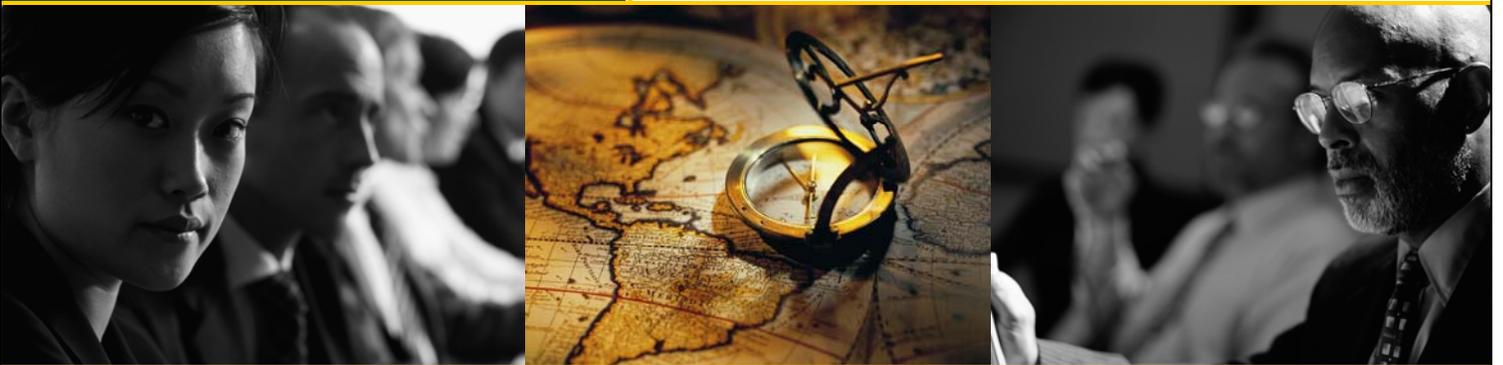# School Efficiency Review of Martinsville City Public Schools

FINAL REPORT

Evergreen Solutions, LLC

March 11, 2010

School Efficiency Review of Martinsville City Public Schools

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Submitted by:

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EXECUTIVE SUMMARY

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In September 2009, the Virginia Department of Planning and Budget contracted with Evergreen Solutions, LLC to conduct a school efficiency review of Martinsville City Public Schools (MCPS). This review focused on the financial, organizational, and operational effectiveness of the school division.

METHODOLOGY

Evergreen's methodology for conducting the efficiency review included the following components:

- reviewing existing reports and data sources;

- conducting a diagnostic assessment;

- conducting employee surveys;

- establishing a web site for study input;

- making analyses with comparison school divisions;

- visiting all schools in the division;

- conducting a public hearing;

- conducting the formal on-site view with a team of eight Evergreen consultants; and

- preparing the draft and final reports.

Review of Existing Records and Data Sources

Initially, Evergreen consultants collected existing reports and data sources that provided us with recent information related to the various administrative functions and operations we would review in the school division.

More than 100 documents were requested from Martinsville City Public Schools. Examples of materials Evergreen requested include, but are not limited, to the following.

- school board policies and administrative procedures;
- organizational charts;
- program and compliance reports;
- technology plan;
- annual performance reports;
- independent financial audits;
- curriculum and instruction plans;

- annual budget and expenditure reports;
- job descriptions;
- salary schedules; and
- employee handbook.

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

Diagnostic Review

A diagnostic review of Martinsville City Public Schools was conducted during the week of October 19, 2009. Evergreen consultants interviewed central office administrators, board members, principals, and community leaders concerning the management and operations of Martinsville City Public Schools.

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To secure the involvement of administrators and teachers in the school efficiency review, three online surveys were prepared and disseminated in October 2009—one for central office administrators, one for principals/assistant principals, and one for teachers. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of the division. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of administrators and teachers vary. The MCPS survey results were compared to administrators and teachers in Evergreen's survey database.

The survey results are provided in the **Appendix.** Specific survey items pertinent to findings in the functional areas Evergreen reviewed are presented within each chapter.

Public Input

A web site was established for public input. In addition, a public forum was held on November 3, 2009 at the central office. No citizens participated in either activity.

On-Site Efficiency Review

A team of eight consultants conducted the formal on-site review of Martinsville City Public Schools during the weeks of November 2 and November 9, 2009. As part of our on-site review, we examined the following systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management
- Educational Service Delivery and Management

- Facilities Use and Management
- Transportation
- Technology Management
- Food Service

Prior to conducting the on-site review, each team member was provided with an extensive set of information about MCPS operations. During the on-site work, team members conducted a detailed review of the structure and operations in their assigned functional areas. All schools in MCPS were visited at least once.

COMPARISON SCHOOL DIVISIONS

The Virginia Department of Planning and Budget developed clusters to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to, the cost per student for each major area, major drivers of costs, and ranking of costs. The Virginia public school divisions chosen for comparison to Martinsville City Public Schools are:

- Danville
- Franklin City
- Hopewell
- Petersburg

OVERVIEW OF MARTINSVILLE AND MARTINSVILLE CITY PUBLIC SCHOOLS

The City of Martinsville is located in Southern Virginia near the North Carolina border—about 50 miles south of Roanoke. Martinsville is located in Henry County and together the city and county have a population of about 70,000—with about 15,000 residents in the city. The city and county have separate school systems.

In 2008, the City of Martinsville had the highest unemployment in the state. Other recent statistics include:

- the city is below the state and national average for high school and college graduates;
- individual and family median income is significantly below the state average;
- teenage pregnancy and low birth rates are above the state average;
- 68 percent of students live in single parent homes; and
- youth and adult incarcerations are above the state average.

The number of students in Martinsville City Public Schools decreased significantly in the late 1900s and early 2000s—primarily due to a decline in textile manufacturing. In the last two years, this decrease in students has somewhat stabilized and the MCPS student enrollment in 2009-10 is about 2,400 students.

MCPS is comprised of one high school (grades 9-12), one middle school (grades 6-8), and two elementary schools (K-5). In addition, the school division has a highly successful, locally-funded pre-school program for three- and four-year olds.

In spite of the poverty in the community which has a 22 percent unemployment rate and about 70 percent of MCPS students on free and reduced lunch, MCPS has significantly closed the achievement gaps among its student subgroups on VA SOL tests in less than five years. All schools are fully accredited and the division has made AYP.

MCPS attributes this success to many carefully planned initiatives, including:

- raising the bar on student learning with an increase in high school graduation requirements to the highest in state;

- deleting low level classes and offering advanced classes;

- giving students an opportunity to earn an associate's degree while still in high school;

- offering signing bonuses for teachers in high need subject areas;

- providing performance pay for science and math teachers;

- expanding the locally-funded, four-year old pre-school program to three-year-olds as well;

- promoting and supporting many professional development activities for teachers;

- making research-based and data-driven decisions;

- promoting and expanding community partnerships;

- opening a team health center; and

- scheduling home visits.

In fact, in October 2009, Governor Timothy Kaine visited Martinsville City Public Schools and called the school division "the poster system for excellence." Evergreen consultants found MCPS to be a highly efficient and effective school division.

MAJOR FINDINGS, COMMENDATIONS, AND RECOMMENDATIONS

In this section we include the major findings, commendations, and recommendations for each operational area.

Division Administration

Overall, MCPS is very effectively managed by a superintendent and his executive staff team who are clearly focused on student achievement. This focus has led to significant improvements over the past few years. In addition, to being effective, MCPS is highly cost efficient in its use of resources as indicated throughout this report.

MCPS is commended for several excellent management operations and activities:

- The MCPS School Board exemplifies outstanding governance and leadership.

- The board agenda and minutes are online and easily accessible to the school community and public.

- The policy manual is on the web so that division employees can access up-to-date policies.

- The superintendent has had broad-based outreach to the community.

- Legal expenditures are very low.

- Strategic planning initiatives are exemplary.

- MCPS has established a successful endowment fund.

Primary recommendations include the following:

- Revise the board agenda so that it includes a consent agenda, information items, and action items.

- Create and implement a form for use with each agenda item which requires action by the MCPS School Board.

- Develop a comprehensive administrative procedures (regulations) manual that contains administrative regulations, and can be used by school and central office administrators to ensure consistency among staff in policy implementation.

- Reduce the span of control of the superintendent.

- Convene regular weekly meetings of executive staff.

- Eliminate assistant principal and dean of student positions.

- Create a job description with clearly roles and responsibilities for the coordinator of community outreach and grants.

Personnel and Human Resources Management

MCPS is a small school division with approximately 450 employees, including 216 teachers. Until 2005, the functions typically performed by a centralized human resources department were dispersed throughout the division. Since that time, the MCPS Accreditation, Human Resources, and Policy Development Department have taken full time responsibility for most personnel activities. In addition, this department is responsible for a number of other operational areas depicted in the title of the department. This chapter is designed to address human resources management and, as such, will focus its attention on this aspect of operation.

In essence, the human resources department has just begun to take full ownership of the human resources function and perform activities in a cohesive, centralized manner. Given the newness of these efforts, priorities had to be set. The department's goal is to become a fully functioning, professional human resources department. A number of positive initiatives have been put in place by the executive director of accreditation, human resources, and policy development, but additional changes need to be made. To effectively move toward the department's stated goal, some realignment of duties is required.

It is important to realize that the human resources department and the executive director have an almost unprecedented level of awareness and transparency into its shortcomings and administrative needs for improvement. The executive director prepared a summary, outlining areas of identified needs. Many of the findings in this chapter are reflected in this internal document.

The department is commended for initiating a number of online functions. These include personnel policies as well as a plan to move to a fully automated and electronic application process for employment. Additionally, the department is commended for working with the division leadership in developing and implementing measures designed to increase the quality of instruction and address teacher qualifications through professional development.

Recommendations in this chapter are intended to refine existing division processes and practices, and to provide guidance for the establishment of others. Major recommendations in this chapter include:

- removing all human resources responsibilities from other departments, and placing them within the human resources department;

- creating an internal standard operating procedure manual and making it available to all human resources department personnel;

- creating and implementing a plan to review classification descriptions on a regular basis;

- conducting performance reviews for all MCPS employees on an annual basis; and

- develop key performance goals to measure the success and effectiveness of departmental efforts.

Financial Management

The financial management functions for Martinsville City Public Schools are performed under the leadership of the executive director of finance and development. The superintendent, with support of the executive director of finance and development, has primary responsibility for preparation of the division's budget. Martinsville City Government and MCPS have established a solid working relationship as it relates to financial operations. Evergreen's review of interagency functions and financial processes indicates a cooperative, collaborative relationship.

In addition to its positive interagency relationship, the division is commended for wisely managing funds to support education.   Since the arrival of the executive director of finance and development, several improvements have been made including:

- Procedures for communicating budget and payroll relevant items are in place. Forms were developed to ensure communication.

- All sites were provided electronic accounting software for student activity funds. Bookkeepers were trained.

- Budget line items are being generated to separate data for transparency.

- In 2008-09, department budgets were created; MCPS now has two-year trends available.

- MCPS has generated tracking and accounting documents for all aspects and functions of the endowment.

- Tools, typically spreadsheets, have been developed for most areas of the budget.

Commendations in this chapter include:

- The executive director of finance and development has made numerous improvements in financial management in Martinsville City Public Schools.

- MCPS is commended for its efforts to solicit internal and external stakeholder input into the budget process.

Recommendations in this chapter are intended to strengthen certain existing division processes and practices in finance, and to provide guidance for the establishment of others. Primary recommendations are:

- Improve management of human resources relative to finance functions through development of job descriptions, training opportunities, and an annual performance evaluation.

- Identify critical financial processes and increase cross training between employees.

- Develop and implement a comprehensive procedures manual and support desk procedures for the business and financial transactions in Martinsville City Public Schools.

- Strengthen internal controls over MCPS assets.

- Develop and provide to the superintendent and school board sufficiently detailed monthly reports that clearly set forth the financial position of the school division.

- Prepare a user-friendly budget document.

- Compile and analyze long-term trend data for the budget presentation.

- Develop and implement a comprehensive school activity funds manual.

Educational Service Delivery and Management

Martinsville City Public Schools has worked diligently and successfully to effect positive change in recent years, under the leadership of Dr. Scott Kizner. This focus has led to significant improvements during the past few years.

MCPS is commended for several accomplishments. The division's SOL test scores have improved significantly over the past four years for all students, including adequate yearly progress (AYP) subgroups. The superintendent and his staff have created a strong student-focused culture and high expectations. The school improvement planning effort is well-articulated and well-managed, with specific measureable goals.   Administrators and staff have had the benefit of high quality professional development during the summer and the school year.

Effective organizations are continuously finding ways to improve, recognizing that an organization that remains static eventually begins to decline. Primary recommendations include the following:

- revise school board policies that reference curriculum development so that more specificity is provided;

- implement a site-based budgeting process that is transparent to the school community;

- add two instructional coordinators at the central office;

- reduce the number of instructional aides by five positions;

- implement a classroom guidance program component at both elementary schools;

- reduce the number of guidance counselors at the elementary school by one position;

- provide professional development to all instructional aides on a continuous basis; and

- reduce the budget for special education related services by hiring a full-time speech and language therapist.

Facilities Use and Management

Facilities use and management for Martinsville City Public Schools is the primary responsibility of the coordinator of facilities, who reports to the executive director of finance and development. School buildings and ancillary facilities are well-maintained and clean, and meet or exceed applicable standards. There is no deferred maintenance, and a comprehensive preventive maintenance program is in place. The division has no portable classrooms in its inventory. In addition, all current facilities appear to be used, with the exception of two classrooms in the Clearview Pre-School building.

All but one of the schools have been renovated, remodeled, and repaired on a schedule compatible with the financing capabilities of MCPS. Even though Capital Improvement Plans have been completed on schedule, a more encompassing and comprehensive Facilities Master

Plan should be developed immediately to update the 1993 document. The Facilities Master Plan, including a thorough building condition assessment, should be kept updated in synchronization with the Capital Improvement Plan.

Martinsville High School is the remaining school facility in need of a major renovation or possible replacement. A committee has just been appointed by the superintendent with the task of selecting proper, affordable options for this effort. Because of its small size, MCPS does not have in-house professionals for facilities planning, design, and construction. These services are outsourced, and have been handled successfully in the renovation and redesign of all schools upgraded since 1996. Another successful project has been the closing of one elementary school due to declining enrollment, and its conversion to the central office.

The division is commended for the following accomplishments:

- Martinsville City Schools has kept administrative costs of facilities operations in the range of four to five percent of total operating costs;

- the school division has steadfastly and deliberately pursued updating its building stock through renovations, additions, and expansions, and is now weighing options for Martinsville High School's upgrade or replacement;

- the school division has exercised prudence in keeping all scheduled maintenance and work order responses current – MCPS has no deferred maintenance or a work order backlog;

- the MCPS team of maintenance workers is extraordinary in its collaboration and efficiency, achieving maintenance service per person of nearly 143,000 square feet, compared to a national average of less than 80,000 square feet per maintenance worker;

- custodial services consistently achieve a Level 2 cleanliness rating for restrooms, food service, and special education and kindergarten areas, and a Level 3 rating for all other areas – this meets the expectations of the Association of School Business Officials; and

- MCPS has controlled the amount of energy use in its facilities to 40 percent below the national average for K-12 schools in 2008-09.

Most prominent among the recommendations are:

- develop and implement a Facilities Master Plan process and strategy;

- seek opportunities for major collaborative and mutually supportive efforts between the city and county schools, and the city and county governments;

- formalize as an official policy the recently established procedure for after-hours use of facilities by outside organizations and groups;

- search for, and hire on a provisional basis, a replacement maintenance worker six months before the next maintenance worker's retirement date;

- schedule SchoolDude software training as quickly as possible;

- re-establish a substitute roster for custodians;

- start a green cleaning program; and

- proceed with negotiations to establish an energy education program.

Transportation

Martinsville City Public Schools is in compliance with department of education policies and procedures.

Overall, the transportation department does a satisfactory job complying with and implementing Virginia Department of Education transportation policies and procedures, reducing costs, and planning; however, Evergreen Solutions found there are areas of the transportation function that could be improved. The coordinator of transportation is conscientious, eager to learn, and challenged with operational requirements and span of control necessary to direct and supervise 40 personnel in executing the transportation function.

Commendable accomplishments of the MCPS Transportation Department are:

- The transportation department is in compliance with Virginia Department of Education (VDOE) guidance regarding submission of bus accident reports and has an exceptional safety program.

- The use of teacher aides in Martinsville City Public Schools is a bold and innovative approach supporting educational objectives. Aides provide bus drivers a support network and increase bus safety thereby allowing drivers to focus more on driving responsibilities.

- Maintenance support operations are supervised, implemented, and provided by the City of Martinsville through a MCPS cooperative arrangement. The transportation department does not provide mechanic maintenance support operations. This service is performed by mechanics located at the City of Martinsville's Public Works Department. The vehicle maintenance program is exceptional as evidenced by a high operational rate for all vehicles and equipment in the inventory.

- Each bus driver has an assigned portable hand-held ratio for use on each bus dispatched.

A summary of major areas for improvements are included below:

- MCPS bus replacement should be adjusted to achieve cost savings. The age of the bus fleet is far younger than most other school divisions. MCPS could have a more effective program with the school board adopting a 15-year bus replacement policy as recently recommended by the Governor of Virginia.

- The transportation department does not have a comprehensive spare bus policy. The current MCPS spare bus practice is above the nationally recommended norm of ten percent. Cost savings could be generated by MCPS implementing a board-approved spare bus policy.

- The transportation department does not receive necessary medical information on the condition of special education students provided transportation services. MCPS school bus aides providing transportation support to special education students are not provided critical information on medications or physical medical challenges relating to the students they serve daily.

- The coordinator of transportation indicates the current practice by the City of Martinsville billing the transportation department without prior coordination is counterproductive. The city, in performing maintenance support, should collaborate with the coordinator of transportation for approval prior to performing maintenance services on high dollar services.

- The MCPS Transportation Department is not maximizing student bus capacity. Therefore, several buses do not make optimum use of student seating, resulting in poor use of bus capacity at additional costs. Maximizing student bus capacity will generate cost savings and eliminate waste.

The transportation department has other functions that could be improved and are acknowledged in this chapter. Conversely, there are other areas that meet or exceed VDOE standards and may constitute best practices. Making improvements recommended in this chapter could reduce costs, improve operations, improve personnel retention, and increase efficiency.

Technology Management

MCPS is operating technology at a commendable level in a number of areas based on the resources it has available. For example, the division has developed a sound technology plan that provides strategic direction for both instructional and administrative technology. The division is supporting a best practices organizational structure. MCPS has achieved a high level of technology integration in many of its classrooms and its efforts continue to pay dividends for its students.

Evergreen's recommendations for improvement are intended to assist a highly functioning area within the division to achieve even greater levels of excellence. Evergreen's recommendations are:

- Create a technology committee to assist with planning and implementation.

- Develop detailed job descriptions for each information technology position.

- Develop an information technology professional development plan and portal for all division staff.

- Develop school technology plans to improve the implementation of the division's overall technology plan.

- Develop a disaster recovery plan to cover critical systems in the event of interruption of service.

- Develop and implement a list of performance measures for assessing administrative and instructional technology outcomes.

- Develop a grant plan that includes processes for the identification, response, and monitoring of grants.

- Offer instruction in keyboarding to students in elementary grades, before poor typing skills develop.

Food Service

The MCPS Student Nutrition Services Department is running a commendable program in many areas, including:

- improving student wellness through its board-adopted wellness policy;

- encouraging adult meal participation, providing students with greater supervision during the lunch period, and serving as positive role models for healthy eating habits;

- providing cafeteria managers and staff with important HACCP (Hazard Analysis and Critical Control Point) training;

- regularly assessing its own productivity;

- serving lunch meals that appeal to students, as shown in its high participation rates; and

- operating an excellent free and reduced price meal program for students.

Evergreen's major recommendations for further improvement of the student nutrition services department are:

- evaluate the MCPS food service program performance relative to selected indicators each month and year;

- establish goals and programs to improve student breakfast participation, particularly in the middle and high schools;

- develop job descriptions for each position in the food service program;

- establish hiring procedures for food service positions that are consistent with all other division personnel;

- explore cooperative purchasing with other divisions and local agencies; and

- use a federally-approved indirect cost rate to recover joint-use costs, such as maintenance, custodial, accounting and utilities.

FISCAL IMPACT

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and firsthand observations in Martinsville City Public Schools, the Evergreen team developed 92 recommendations in this report. Twenty-one (21) of the recommendations have fiscal implications.

As shown in **Exhibit 1**, full implementation of the report recommendations would generate a net savings of over $4 million over five years for improvements in MCPS operations. Costs and savings presented in this report are in 2009 dollars and do not reflect increases due to salary or inflation adjustments.

It should be noted that Martinsville is going to be reduced in funding somewhere between $1.9 and $2.5 million by the Commonwealth of Virginia and most likely local revenue will be reduced by the City of Martinsville for FY 2011. This will have a detrimental impact on MCPS operations and mission. Since the school division is already operating at very cost efficient and effective levels, the savings contained in this report will provide only a small portion of revenue to compensate for these projected state and local fiscal deductions.

Exhibit 1
Summary of Annual Costs and Savings

Cost Savings	Years					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
	2010-11	**2011-12**	**2012-13**	**2013-14**	**2014-15**		
TOTAL SAVINGS	$932,403	$971,514	$1,003,514	$1,010,625	$1,010,625	$4,928,681	$18,000
TOTAL COSTS	($220,940)	($179,440)	($179,440)	($178,940)	($178,940)	($937,700)	($600)
TOTAL NET SAVINGS	$711,463	$792,074	$824,074	$831,685	$831,685	$3,990,981	$17,400
TOTAL FIVE-YEAR NET SAVINGS AND ONE-TIME SAVINGS							$4,008,381

CHAPTER 1:
INTRODUCTION AND OVERVIEW

INTRODUCTION AND OVERVIEW

In September 2009, the Department of Planning and Budget of the Commonwealth of Virginia contracted with Evergreen Solutions, LLC to conduct a school efficiency review of Martinsville City Public Schools (MCPS). This review focused on the financial, organizational, and operational effectiveness of the division.

Exhibit 1-1 shows an overview of Evergreen's work plan for the MCPS efficiency review.

1.1 *METHODOLOGY*

Evergreen's methodology for conducting the efficiency review included the following components:

- reviewing existing reports and data sources;

- conducting a diagnostic assessment;

- conducting employee surveys;

- establishing a web site for study input;

- making analyses with comparison school divisions;

- visiting all schools in the division;

- conducting a public hearing;

- conducting the formal on-site view with a team of eight Evergreen consultants; and

- preparing the draft and final reports.

Review of Existing Records and Data Sources

Initially, Evergreen consultants collected existing reports and data sources that provided us with recent information related to the various administrative functions and operations we would review in the school division.

More than 100 documents were requested from Martinsville City Public Schools. Examples of materials Evergreen requested include, but are not limited, to the following.

- school board policies and administrative procedures;
- organizational charts;

Exhibit 1-1
Overview of Work Plan for the Efficiency Review of
Martinsville City Public Schools

Phase I:
Project Initiation

> **TASK 1:**
> Initiate Project

> **TASK 2:**
> Develop Preliminary Profile of
> Martinsville City Public Schools School Division

Phase II:
Diagnostic Review

> **TASK 3:**
> Conduct Diagnostic
> Review of Operations

> **TASK 4:**
> Conduct Surveys of Central Office
> Administrators, Principals, and Teachers

Phase III:
Comprehensive School Efficiency Review

> **TASK 5:**
> Review Divisional
> Administration

> **TASK 6:**
> Review Education
> Service Delivery

> **TASK 7:**
> Review Human
> Resources

> **TASK 8:**
> Review Facilities
> Use and
> Management

> **TASK 9:**
> Review Finance
> Management

> **TASK 10:**
> Review
> Transportation

> **TASK 11:**
> Review Technology
> Management

> **TASK 12:**
> Review Food
> Services

Phase IV:
Project Reporting

> **TASK 13:**
> Prepare Draft and Final Reports

- program and compliance reports;
- technology plan;
- annual performance reports;
- independent financial audits;
- curriculum and instruction plans;
- annual budget and expenditure reports;
- job descriptions;
- salary schedules; and
- employee handbook.

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The response rates for the three surveys are shown in **Exhibit 1-2.** These response rates are significantly higher than those Evergreen has experienced in other school divisions.

Exhibit 1-2
Evergreen Survey Response Rates for
Martinsville City Public Schools

Group	Number	Responses	Response Rate
Teachers	218	175	80%
Central Office Administrators	10	10	100%
School Administrators	13	13	100%

Source: Created by Evergreen Solutions, 2009.

The survey results are provided in the **Appendix.** Specific survey items pertinent to findings in the functional areas Evergreen reviewed are presented within each chapter.

Public Input

A web site was established for public input. In addition, a public forum was held on November 3, 2009 at the central office. No citizens participated in either activity.

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Prior to conducting the on-site review, each team member was provided with an extensive set of information about MCPS operations. During the on-site work, team members conducted a detailed review of the structure and operations in their assigned functional areas. All schools in MCPS were visited at least once.

1.2   COMPARISON SCHOOL DIVISIONS

The Virginia Department of Planning and Budget developed clusters to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to, the cost per student for each major area, major drivers of costs, and ranking of costs. The Virginia public school divisions chosen for comparison to Martinsville City Public Schools are:

- Danville
- Franklin City
- Hopewell
- Petersburg

1.3   OVERVIEW OF THE REPORT

The final report for this study consists of the following 10 chapters:

- Chapter 1.0:   Introduction and Overview
- Chapter 2.0:   Division Administration

- Chapter 3.0:   Human Resources Management
- Chapter 4.0:   Financial Management
- Chapter 5.0:   Educational Service Delivery and Management
- Chapter 6.0:   Facilities Use and Management
- Chapter 7.0:   Transportation
- Chapter 8.0:   Technology Management
- Chapter 9.0:   Food Service
- Chapter 10.0: Fiscal Impact and Recommendations

Chapters 2 through 9 contain findings, commendations, and recommendations of the operational area, and provide the following sequence:

- a description of the operation in MCPS;
- a summary of our study findings;
- a commendation or recommendation for each finding; and
- estimated costs or cost savings over a five-year period which are stated in 2009-10 dollars.

We conclude this report with a summary of the fiscal impact of the study recommendations in Chapter 10.

1.4   OVERVIEW OF MARTINSVILLE AND MARTINSVILLE CITY PUBLIC SCHOOLS

The City of Martinsville is located in Southern Virginia near the North Carolina border—about 50 miles south of Roanoke. Martinsville is located in Henry County and together the city and county have a population of about 70,000—with about 15,000 residents in the city. The city and county have separate school systems.

In 2008, the City of Martinsville had the highest unemployment in the state. Other recent statistics include:

- the city is below the state and national average for high school and college graduates;
- individual and family median income is significantly below the state average;
- teenage pregnancy and low birth rates are above the state average;
- 68 percent of students live in single parent homes; and
- youth and adult incarcerations are above the state average.

The number of students in Martinsville City Public Schools decreased significantly in the late 1900s and early 2000s—primarily due to a decline in textile manufacturing. In the last two years, this decrease in students has somewhat stabilized and the MCPS student enrollment in 2009-10 is about 3,000 students.

MCPS is comprised of one high school (grades 9-12), one middle school (grades 6-8), and two elementary schools (K-5). In addition, the school division has a highly successful, locally-funded pre-school program for three- and four-year olds.

In spite of the poverty in the community which has a 22 percent unemployment rate and about 70 percent of MCPS students on free and reduced lunch, MCPS has significantly closed the achievement gaps among its student subgroups on VA SOL tests in less than five years. All schools are fully accredited and the division has made AYP.

In addition:

- the on-time graduation rate is above the state average;

- the dropout rate is below state average;

- forty (40) students graduated with an associate's degree in 2008-09 in less than two years;

- over 400 AP exams were given in FY 2009 year; and

- all 2008 graduates were accepted to a two-or four-year college.

MCPS attributes this success to many carefully planned initiatives, including:

- raising the bar on student learning with an increase in high school graduation requirements to the highest in state;

- deleting low level classes and offering advanced classes;

- giving students an opportunity to earn an associate's degree while still in high school;

- offering signing bonuses for teachers in high need subject areas;

- providing performance pay for science and math teachers;

- expanding the locally-funded, four-year old pre-school program to three-year-olds as well;

- promoting and supporting many professional development activities for teachers;

- making research-based and data-driven decisions;

- promoting and expanding community partnerships;

- opening a team health center; and

- scheduling home visits.

In fact, in October 2009, Governor Timothy Kaine visited Martinsville City Public Schools and called the school division "the poster system for excellence." Evergreen consultants found MCPS to be a highly efficient and effective school division.

CHAPTER 2:
DIVISION ADMINISTRATION

DIVISION ADMINISTRATION

This chapter reviews the staffing, organization, and management of Martinsville City Public Schools (MCPS), and includes eight major sections:

Overall, Martinsville City Public Schools is very effectively managed by a superintendent and senior staff who are committed to data-driven decision making. The superintendent and his executive team have clearly focused the division on students and have led staff to significant improvements in student achievement over the past few years. In addition, the superintendent has established a culture of accountability throughout the organization, which has and will continue to lead to improvement and sustainability.

Nonetheless, every organization, no matter how strong, has room for improvement. Effective organizations are continuously finding ways to improve, recognizing that an organization that remains static eventually begins to decline. This chapter will focus on commendable practices in division administration as well as areas needing improvement.

CHAPTER SUMMARY

Overall, MCPS is very effectively managed by a superintendent and his executive staff team who are clearly focused on student achievement. This focus has led to significant improvements over the past few years. In addition, to being effective, MCPS is highly cost efficient in its use of resources as indicated throughout this report.

MCPS is commended for several excellent management operations and activities:

- The MCPS School Board exemplifies outstanding governance and leadership.

- The board agenda and minutes are online and easily accessible to the school community and public.

- The policy manual is on the web so that division employees can access up-to-date policies.

- The superintendent has had broad-based outreach to the community.

- Legal expenditures are very low.

- Strategic planning initiatives are exemplary.

- MCPS has established a successful endowment fund.

Primary recommendations include the following:

- Revise the board agenda so that it includes a consent agenda, information items, and action items.

- Create and implement a form for use with each agenda item which requires action by the MCPS School Board.

- Develop a comprehensive administrative procedures (regulations) manual that contains administrative regulations, and which can be used by school and central office administrators to ensure consistency among staff in policy implementation.

- Reduce the span of control of the superintendent.

- Convene regular weekly meetings of executive staff.

- Eliminate assistant principal and dean of student positions.

- Create a job description with clearly roles and responsibilities for the coordinator of community outreach and grants.

2.1 *GOVERNANCE AND BOARD ISSUES*

Local school boards have traditionally governed public education in the United States with authority vested in them by the state. From the mid 1800s through the early 1900s, the number of school boards increased dramatically. The last major reform of school boards involved a shift to smaller elected school boards comprised of community members with a professional superintendent as the CEO. There are approximately 95,000 school board members on 15,000 local boards across the nation. Most boards have five to seven members. Eighty (80) percent of school districts across the country have fewer than 3,000 students.

In a widely cited 2000 report (entitled "Recommendations for 21st Century School Board/ Superintendent Leadership, Governance and Teamwork for High School Achievement"), Goodman and Zimmerman found that school districts with quality governance had, among other things:

- a focus on student achievement and policy making;

- effective management without micromanagement;

- a trusting and collaborative relationship with the superintendent;

- a yearly evaluation of the superintendent, according to mutually agreed upon goals and procedures;

- governance retreats for evaluation and goal setting;

- long-term service of board members and the superintendent; and

- a budget that provides needed resources.

Section 22.1-25 of the Code of Virginia provides that the Board of Education "divide the Commonwealth into school divisions" and that school divisions in existence as of July 1, 1978, remain school divisions in the Commonwealth until further action of the Board of Education. City of Martinsville, as a school division in operation at that time, has maintained its own independent school division, which is governed by a five-member school board. The powers and duties of the school board are further delineated in Section 22.1 of the Code. The ability to adopt policies, approve personnel actions, adopt budgets, and enter into contractual agreements are among the many broad powers given to local school boards in this section of the Code.

FINDING

The MCPS School Board is unique is that it is one of only a few schools boards in Virginia that is not elected by the public, but still appointed by the Martinsville City Council.

The Martinsville City School Board is comprised of five members. The range in tenure of board members is from one year to 17 years. As can be seen in **Exhibit 2-1**, four of the five board members have served for over four years. The remaining member was appointed in the current year.

Exhibit 2-1
Martinsville City Public Schools
School Board Members
2009-10 School Year

Name	Title	Term Expires	Years Served	Profession
James H. Johnson, Jr.	Chairman of the Board	6/30/2011	17	Banker
Nancy L. Baker	Board Member	6/30/2011	8	Retired Teacher Works part-time at Patrick Henry Community College
Bill R. Manning	Vice Chairman of the Board	6/30/2010	6	Retired from DuPont Real Estate Broker
Robert A. Williams	Board Member	6/30/2012	4	Attorney
Carolyn McCraw	Board Member	6/30/2012	1	Retired Teacher

Source: Martinsville City Public Schools, Superintendent's Office, 2009.

Section 2.2-3711 of the Code of Virginia also allows the local board to have closed meetings for such purposes as student matters, personnel matters, selected consultations with legal counsel, and under specified conditions, discussion of acquisition of real estate. The Martinsville City School Board meets regularly in closed sessions at the end of its regular meetings for one or more of these reasons.

The superintendent, in consultation with the board, develops an agenda and background information for each meeting. This information is provided to the board members on the Friday before the Monday board meeting. In general, monthly meetings, are held once a month on the second Monday of the month commencing at 6:00 p.m. in the city council chambers. The board meetings were moved to the city council chambers so that they could be televised live. The public is welcome to attend, and there is time on the agenda for citizen comments.

MCPS board members are well-informed and highly regarded by the school staff and community. Survey results indicate that board members in MCPS receive high marks when compared to survey responses in other school districts.

- About 90 percent of MCPS teachers *agree* with the statement that "school board members know and understand the educational needs of students in the school division," compared to fewer than 51 percent in the comparison group of teachers (i.e., teachers in Evergreen's survey database).

- Over 84 percent of teachers *agree* with the statement that "school board members know and understand the operations of the school division", compared to fewer than 57 percent of the comparison group of teachers.

- 100 percent of MCPS principals/assistant principals *agree* with the statement that "school board members know and understand the educational needs of students in the school division", compared to fewer than 53 percent in the comparison group of building administrators.

- 100 percent of MCPS central office administrators *agree* with the statement that "school board members know and understand the operations of the school division," compared to fewer than 62 percent of the comparison group of central office administrators.

These results were reinforced in Evergreen consultant interviews in the school division. Comments included the following:

- *The board does not micromanage.*

- *The MCPS School Board is a model school board for others to emulate.*

- *Board members want to learn with us; they often attend training with us.*

- *The board is trustworthy and honest.*

- *Board meetings are now televised live to strengthen school board accountability and transparency to the community.*

COMMENDATION

The MCPS School Board is commended for being a model school board, receiving high ratings from MCPS administrators and teachers regarding its important governance and leadership roles.

FINDING

While the MCPS School Board has a comprehensive conflict of interest policy, it has not adopted a code of ethics or code of conduct policy. Most school divisions have such a policy.

The content of a recommended code of ethics or code of conduct policy is stated below:

As a member of my local school board, I will strive to be an advocate for students and to improve public education, and to that end:

1. *I will have integrity in all matters and support the full development of all children and the welfare of the community, Commonwealth, and Nation.*

2. *I will attend scheduled board meetings.*

3. *I will come to board meetings informed concerning the issues under consideration.*

4. *I will make policy decisions based on the available facts and appropriate public input.*

5. *I will delegate authority for the administration of the schools to the superintendent, and establish a process for accountability of administrators.*

6. *I will encourage individual board member expression of opinion and establish an open, two-way communication process with all segments of the community.*

7. *I will communicate, in accordance with board policies, public reaction, and opinion regarding board policies and school programs to the full board and superintendent.*

8. *I will bring about desired changes through legal and ethical procedures, upholding and enforcing all laws, state regulations, and court orders pertaining to schools.*

9. *I will refrain from using the board position for personal or partisan gain, and avoid any conflict of interest or the appearance of impropriety.*

10. *I will respect the confidentiality of privileged information and make no individual decisions or commitments that might compromise the board or administration.*

11. *I will be informed about current educational issues through individual study and participation in appropriate programs, such as those sponsored by my state and national school board associations.*

12. *I will always remember that the foremost concern of the board is to improve and enhance the teaching and learning experience for all students in the public schools of Virginia.*

RECOMMENDATION

Recommendation 2-1:

Develop a code of ethics policy.

No violation of ethics by board members was found by Evergreen during the on-site work in MCPS.   Nonetheless, the proposed policy sets the tone for board members to advocate ethics standards, and should be drafted and then adopted.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent should draft the ethics policy and share with the board for review, modification, and adoption. The superintendent will need an estimated three hours to draft this policy or he can delegate to another senior manager.

FINDING

The board agenda for regular board meeting consists of several topics. Major groupings for the agenda include student recognitions, presentations, unfinished business, new business, citizen comments, and closed session. A sample agenda is shown in **Exhibit 2-2**.

While it is clear from the agenda that is published which items are presented for board action versus which items are presented for information only, the agenda does not appear to be as well-organized as it could be. A different format for the agenda would streamline the meeting, and perhaps allow more time for thoughtful discussions about the goals of the division.

It would be clearer to school employees and the community at large if the board adopted an alternative format for its agenda. A consent agenda at the beginning of the meeting would reduce the amount of time spent on routine matters. If the board were willing to have its executive session at the beginning of the meeting, personnel issues could be put under the consent agenda.   The remaining agenda items could be placed under either information or action items, thereby making the public more readily aware of what items are under consideration for adoption at the board meeting. Consideration should also be given to developing a standard reporting format for information and action items.

RECOMMENDATION

Recommendation 2-2:

Revise the board agenda so that it includes a consent agenda, information items, and action items.

Exhibit 2-2
Martinsville City Public Schools
Sample Board Agenda

Martinsville City Schools
Martinsville, Virginia

AGENDA - SCHOOL BOARD MEETING - Monday, August 10, 2009 – 6:00 P. M.
*** Municipal Building – City Council Chambers ***

Opening Prayer

Reorganization – Election of Chairman, Vice-Chairman, Clerk, and Deputy Clerk

Set Meeting Day and Time for 2009-2010

Presentations: <u>Pages</u>

    A.   Swine Flu and TDAP Update
    B.   Architect – Spectrum Design
    C.   GED Program
    D.   Partnerships
    E.   High School Schedule/Freshman Academy

Approval of Minutes

Unfinished Business

New Business:

    A.   Delegate and Alternate for Virginia School Boards Annual Convention
    B.   Annual Review of Crisis Plan 10
    C.   Continuing Policy Services Agreement with Virginia School Boards
         Association
    D.   Virginia's Definition of School Readiness
    E.   Adequate Yearly Progress (AYP) Results
    F.   School Board Policy JC: School Attendance Areas (First Reading)
    G.   Personnel Update
    H.   Student Expectation Committee: Dress Policy
    I.   Weeks of August 10 and August 17, 2009 23 - 25
    J.   Other

    Citizen Comments
    Communications
    School Budget Monthly Financial Statement

    Closed Session:

    A.   Discussion and consideration of the evaluation, employment,
         assignment, and reassignment of employees of the Martinsville City
         Schools as authorized by Section
-

Source: Martinsville City Public Schools, Board Agenda, August 10, 2009.

A proposed agenda is shown in **Exhibit 2-3**. As can be seen, grouping the agenda items differently provides the public with a snapshot view of the action to be taken at the board meeting. This type of grouping also provides the board with more time to discuss matters that are of significant importance to the division, such as student performance, policies, and capital improvement. Needless to say, board members may choose to remove any items from the consent agenda if further discussion is warranted.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent, chairman of the school board, and the superintendent's secretary will need to meet for an estimated one hour to revise the format for the board agenda and share with other board members at a regular meeting for adoption.

FINDING

The MCPS School Board meets once a month on a regular basis, with additional meetings called as needed. The meetings are properly publicized with agendas distributed in advance to board members. The members of the school board generally receive their agendas, with supporting background materials on agenda items, the Friday prior to the meeting.

The minutes of board meetings are posted on the division's web site as are the agendas. While proposed policies are included on the MCPS web site, other related documents that are used to guide the board's discussions and actions are not included on the division's web site.

RECOMMENDATION

Recommendation 2-3:

Expand the online agendas to include handouts and related documents that are provided to the board.

The availability of the meeting agenda complete with background materials on the MCPS web site will provide ready access to all board materials.   These efforts will ensure that staff and the public have access to information prior to board meetings, so that public input can be maximized. Making agendas and related documents (in addition to proposed policies) accessible also promotes goodwill in the community.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent and secretary of the board should ensure that related documents sent to the board are placed online prior to a board meeting; this should take no more than one hour to complete.

Exhibit 2-3
Proposed Board Agenda for
Martinsville City Public Schools

6:00   Executive Session, Code of Va., Section 2.2-3711 (1) to discuss Personnel and other issues
6:30   Regular Meeting:

I.   Call to Order
II.   Closed Session Motions
III. Pledge of Allegiance
IV.   Community Participation and Recognitions
IV.   Superintendent's Report/Announcements
V.   Consent Agenda (may also include donations, resolutions, contract agreements, etc.)
          a. Approval of minutes
          b. Approval of Personnel
          c. Amendment to operating budget
          d. Nomination resolution for VSBA honor roll
          e. Award of contract for health insurance
          f. Renewal of access authorization and premium rates for dental insurance provider
          g. Field trip requests
VI.   Information Items
          a. Status of preliminary report on 2005-2006 SOL test performance
          b. Annual report on student attendance and truancy enforcement
          c. Annual report on homebound education
          d. Annual energy management report
          e. Cafeteria report
          f. Capital improvement update
VII. Action Items
          a.   Policy IC/ID, "School Year/School Day"
VIII. Adjournment

Source: Created by Evergreen Solutions, 2009.

FINDING

As part of the school efficiency review, Evergreen consultants conducted an analysis of background materials provided to board members for five regular board meetings. This analysis showed that, while at times these materials were comprehensive, many times the items could be organized more clearly.

Exhibit 2-4 provides a cover page which could be used by the superintendent and department heads for each action agenda item. Such a tool could be used for senior staff to communicate effectively with the board on each agenda item, providing an overview of background information. The cover page would provide detail on each staff recommendation for board action, an explanation for the item, financial impact, support documentation, and the employee submitting the request. An additional item included on the form is a reference to the major strategic planning initiative which the agenda item addresses.

Exhibit 2-4
Example Agenda Request Form

Meeting Date	Agenda Item Number
Title:	
Requested Action:	
Summary Explanation and Background:	
Priority Goal (Linked to Strategic Plan):	
Financial Impact:	
Exhibits (List):	

Requested Board Action:	Source of Additional Information
	_____ _____ **Name** **Phone**

Office of the Superintendent _____

Department Head (if applicable) _____

Approved in Open Board Meeting On: _____

By: _____ **Board Chairperson**

Source: Created by Evergreen Solutions, 2009.

RECOMMENDATION

Recommendation 2-4:

Create and implement a form for use with each agenda item which requires action by the MCPS School Board.

The MCPS School Board should request that the superintendent develop an agenda item cover page (similar to the one shown in **Exhibit 2-4**). The purpose of this form would be to convey important information, including the financial impact, of each agenda item requiring board action.   This form should not take the place of background materials on the agenda item; rather, the tool would supplement the materials sent to the board prior to a regular meeting.

FISCAL IMPACT

This recommendation can be implemented with existing sources. The superintendent, in collaboration with the secretary of the school board can create this information in less than one hour. The form should be brought to the board for discussion and adoption.

FINDING

A review of professional development for board members found that board members make extensive use of training opportunities. **Exhibit 2-5** shows the training points earned by individual board members during the past two years.

<div align="center">

Exhibit 2-5
Martinsville City Public Schools
Professional Development Training Points for Board Members
2008-09 and 2007-08 School Years

</div>

Board Member	2007-08	2008-09
James H. Johnson, Jr.	18	27
Nancy L. Baker	18	18
Bill R. Manning	18	6
Robert A. Williams	12	27
Carolyn McCraw	n/a	n/a

Source: Martinsville City Public Schools, Superintendent's Office, 2009.

Each year the board receives $5,000 for training, and slightly more than this amount has been spent annually.

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

COMMENDATION

The MCPS School Board is commended for committing to professionalism and continued professional growth and development of its members through board member participation in seminars and conferences.

FINDING

The self-evaluation of a school board can be very useful. The intent of a self-evaluation is to improve the performance of others within the division by improving the performance of the board. There are several reasons why self-evaluation is important, but perhaps the most critical is that it promotes the concept of accountability throughout the division with the board setting the example.

A sample board self-evaluation is shown in **Exhibit 2-6.**

Exhibit 2-6
Sample Board Self-Assessment Instrument

	Assessment Areas	**Adequate**	**Needs Improvement**
1.	The Board has a common understanding of its roles and responsibilities.		
2.	Board members understand the mission and programs of the division.		
3.	The relationship of the members to staff is clear.		
4.	The Board attends to policy decisions which guide the staff's activities.		
5.	The Board receives regular reports on finances, programs, and other important matters.		
6.	The Board has approved comprehensive personnel policies.		
7.	The Board regularly evaluates and develops the Superintendent.		
8.	The Board regularly monitors and evaluates progress towards its strategic goals.		
9.	The Board's discussions are confined to published agenda items.		
10.	Board members follow parliamentary procedures during meetings.		
11.	All members of the Board are prepared for discussion by reading materials ahead of time.		
12.	Our meetings are business-like and cordial.		

Source: Created by Evergreen Solutions, 2009.

RECOMMENDATION

Recommendation 2-5:

Consider a yearly self-evaluation by the MCPS School Board.

An evaluation process that includes all levels of an organization is critical to establishing accountability throughout the organization. While the board receives high marks from employees and is well respected, it is important for the governing body to engage in a process of regular self-evaluation to ensure that it continues to serve its constituents in an effective manner.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The chairman of the school board should draft the evaluation instrument to share with other board members for input and adoption. The chairman should need about one hour to complete this task.

2.2   *POLICIES AND PROCEDURES*

All states require school boards to develop policies to ensure the efficient operation of school districts. Commonly, policies are drafted by staff and adopted by the school board at a public meeting.

Policies reflect the rules that govern the implementation of district operations. Administrative procedures or regulations, on the other hand, relate to the implementation of policies. As new processes change over time, so should board policies and procedures. Policies and procedures must be continually reviewed for currency, accuracy, and appropriateness.

There is a definite distinction between governing the school division and administering its daily activities. While school boards are ultimately responsible for major decisions concerning the school division, they employ a professional staff of administrators (led by the school superintendent) to manage day-to-day functions.

The National School Boards Association's (NSBA) definition includes the following statement:

> *Like Congress, state legislatures, and city or county councils, school boards establish the direction and structure of their school districts by adopting policies through the authority granted by state legislatures. Policies are the means by which educators are accountable to the public.*

NSBA provides the following distinction between board of education policies and administrative procedures/regulations.

> ***Policies*** *are principles adopted by the board to chart a course of action. They tell what is and may include why and how much. They are broad enough to indicate a line of action to be taken by the administration in meeting a number of day-to-day problems; they need to be narrow enough to give the administration clear guidance.*

> ***Regulations*** *(or administrative procedures) are the detailed directions developed by the administration to put the board's policy into practice. They tell how, by whom, where, and when things are to be done. Often the state and federal governments require school boards to make detailed rules. Included in this category would be federally funded programs, such as Title I.*

The Code of Virginia (Section 22.1-253.13:7) specifies that each local school board maintain and follow up-to-date policies that should be reviewed at least every five years. In addition, this section of the Code of Virginia states that each board will address the following:

- *a system of two-way communication between employees and the local board and administrative staff;*

- *the selection and evaluation of all instructional materials;*

- *the standards of student conduct and attendance;*

- *school-community communications and community involvement;*

- *guidelines for parents to provide instructional assistance to their children in the home;*

- *information about procedures for addressing concerns;*

- *a cooperatively-developed procedure for personnel evaluation; and*

- *grievance and dismissal procedures of teachers.*

The Code of Virginia further states that copies of the policies must be kept at each school and in every public library, and made available to employees and the general public.

Policies and procedures are an important vehicle for communicating expectations to students and employees. In addition, policies and procedures provide a way to:

- establish a distinction between board policymaking and procedures development by the administration;

- provide guidelines for personnel and students to use;

- provide some assurance of consistency and continuity in decision making by staff;

- help orient board members and employees to the school division; and

- assist the general public in understanding how decisions are made.

Board policies are an important tool for a school board and should be stated clearly enough to provide appropriate direction to staff.

FINDING

The coordination of policy development in Martinsville City Public Schools is managed through the office of the executive director of accreditation, human resources, and policy development. The MCPS Policy Manual addresses the provisions specified in Code of Virginia. A review of the policy manual by Evergreen consultants found that Martinsville City Public Schools uses the policy service provided by the Virginia School Board Association (VSBA) to update its manual.

The MCPS Policy Manual was completely revised and adopted by the MCPS School Board as a comprehensive manual on May 14, 2007. The policy manual was placed online in Summer 2008. Prior to development of the new manual, MCPS has gone without policy updates for

decades.   In fact, the previous manual shown to Evergreen was completed on a typewriter and had pages that had turned yellow.

The MCPS Policy Manual includes the 11 sections shown in **Exhibit 2-7.**

Exhibit 2-7
Policy Classifications of the
Martinsville City Public Schools Policy Manual

Section	Section Title
A	Foundations and Basic Commitment
B	Board Governance and Operations
C	General School Administration
D	Fiscal Management
E	Support Services
F	Facilities Development
G	Personnel
H	N/A
I	Instruction
J	Students
K	School-Community Relations
L	Education Agency Relations

Source: MCPS Board Policy Manual, 2009.

Since 2007, the manual has been updated on a regular basis, using VSBA as a source.   A review of board agenda minutes found that policies are routinely revised and adopted at board meetings. In addition, as needed, new policies are added. For example, four policies were presented for a first reading at the June 8, 2009 board meeting.   These include:

- EEACC/JFCC: Student Conduct on School Buses
- GAB/IIBEA: Acceptable Computer System Use
- JCJ: Classroom Assignments for Twins
- JFC: Standards of Student Conduct

After the board meeting at which new or revised policies are presented for the first reading, they are then adopted by the board at the following meeting. Following adoption, the policy is disseminated in hard copy (as appropriate) or electronically, as well as updated on the web site.

Some policies have regulations (coded as R) within the policy manual, but very few regulations were found and some were outdated.

COMMENDATION

Martinsville City Public Schools is commended for its up-to-date, comprehensive policy manual, and for making the manual available online.

FINDING

The MCPS Board Policy Manual has many policies that require consistent regulations and/or guidelines for administrators to use during the implementation of the policy. As stated, there are some procedural (or regulatory) documents incorporated into the MCPS Board Policy Manual. However, the user must read through a fairly comprehensive index to find these regulations, which can be a time-consuming task.

While effective regulations are generally in use, and while some departments have developed their own procedures, there is no central listing of these procedures or regulations. A central listing of these documents would be helpful.

RECOMMENDATION

Recommendation 2-6:

Develop a comprehensive Administrative Procedures (Regulations) Manual that contains administrative regulations, and which can be used by school and central office administrators to ensure consistency among staff.

The regulations manual should include information that reflects various board policies and appropriate departmental procedures which have been developed to implement board policy. The manual would be an important reference tool that would be readily accessible to administrators.

Sections could include:

- General Information
- Instruction
- Records Management
- Student Services
- Special Education
- Health Services
- Financial Procedures
- Technology
- Human Resources
- Transportation
- Maintenance
- Food Services

The regulations manual should be cross-referenced to board policy and also available online.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The creation of an administrative procedure manual will take MCPS managers a great deal of time to develop and

compile under the leadership of the executive director of accreditation, human resources, and policy development. An estimated 40 hours per manager will be needed.

2.3   *DIVISION ORGANIZATION AND MANAGEMENT*

How well an organization performs is in large measure a reflection of how well it is organized and managed. To determine how well the organization and management are performing, usually a set of standards are used to measure performance.

While there has been much written about effective organizations, David Hardesty, the president of West Virginia University, has recently summarized this research with the following ten characteristics:

- The mission is clearly articulated and communicates the essence of the organization to the public.

- There is a powerful vision that is well-articulated and easily understood that guides the organization into the future.

- There is an adherence to shared values throughout the organization.

- There is a balanced and cohesive group of leaders who reflect different talents and styles.

- There are clear and measurable objectives that guide the work of those within the organization.

- There are mechanisms for receiving customer feedback and input, through such strategies as focus groups, surveys, and open hot lines.

- Continuing education is a top priority in the organization.

- There is a determined pursuit of excellence.

- There is a well thought out decision-making process that involves people in a meaningful way.

- There are periodic celebrations of successes.

FINDING

The MCPS Superintendent, Dr. Scott Kizner, has been at the helm of Martinsville City Public Schools since January 2005.

During his tenure, Dr. Kizner has strived to create an effective school district. **Exhibit 2-8** takes the 10 characteristics shown above and details the efforts made since 2005 to create an effective and efficient school division.

Exhibit 2-8
A Comparison of MCPS With the 10 Characteristics
of a Effective Organization

Characteristics of An Effective Virginia	MCPS Characteristics and Accomplishments
There are clear and measurable objectives that guide the work of those within the organization.	MCPS has a well-articulated strategic plan with measurable objectives which are clearly being implemented and maintained (see **Section 2.5**).
There are mechanisms for receiving customer feedback and input, through such strategies as focus groups, surveys, and open hot lines.	A customer feedback survey has been used each year to gather feedback and make improvements.
Continuing education is a top priority in the organization.	Extensive funds are provided for professional development. In addition, teachers are paid for courses leading to masters and doctorate degrees. Continuing education is clearly a top priority.
There is a determined pursuit of excellence.	The pursuit of excellence by MCPS is clearly articulated in **Chapters 2** and **5** of this report.
There is a well thought out decision-making process that involves people in a meaningful way.	Evergreen survey results attest to this statement. The decision-making process is well-articulated and MCPS stakeholders are very involved.
The mission is clearly articulated and communicates the essence of the organization to the public.	The MCPS strategic plan sets the standards. The web site, newsletter, and other vehicles of communication spread success stories throughout the community.
There is a powerful vision that is well-articulated and easily understood that guides the organization into the future.	MCPS is committed to and passionate about a *Learning for All: Whatever It Takes*.
There is an adherence to shared values throughout the organization.	The primary focus is on students and achievement. *Learning for All: Whatever It Takes* speaks to this shared value.
There is a balanced and cohesive group of leaders who reflect different talents and styles.	The Executive staff and the Leadership Team exemplify these talents and styles.

Source: Created by Evergreen Solutions, 2009.

COMMENDATION

Dr. Kizner is commended for turning Martinsville City Public Schools into a very effective and successful school division.

FINDING

Exhibit 2-9 shows the current organizational chart of Martinsville City Public Schools. As shown, the following positions report directly to the superintendent:

- five building principals and a pre-k director;

- the assistant superintendent for instruction who has four direct reports;

- an executive director of accreditation, human resources and policy development;

- an executive director of finance and development who has budget specialists as direct reports as well as the coordinator of facilities and coordinator of transportation;

- the coordinator of community outreach and grants;

- the director of school nutrition services; and

- the school nurse and health coordinator.

As stated previously, Martinsville City Public Schools is operating a very efficient central administrative structure. Evergreen has conducted extensive surveys of division and school-level personnel on a variety to topics related to central office management. When MCPS teachers were asked to respond to the statement that most administrative practices in the school division are highly efficient and effective, 78 percent of teachers *agree* or *strongly agree* with this statement, and only 12 percent *disagree* or *strongly disagree*. All administrators *agree* with this same statement. In addition, the general perception of teachers and administrators in Martinsville City Public Schools is that there are not excessive layers of administration.

A closer examination of **Exhibit 2-9** shows that the superintendent has 12 direct reports and that his span of control may be too large. Some positions which report to the superintendent can clearly be moved to other units within the central office, reducing his span of control to 10 direct reports.

RECOMMENDATION

Recommendation 2-7:

Reduce the span of control of the superintendent.

The proposed reorganization includes the following:

- reassign the director of school nutrition services to report to the executive director of finance and development, and change the name of this executive director to executive director of administrative services to reflect this proposed change;

- reassign the school nurse and health coordinator to either the director of pupil personnel and psychological services or the assistant superintendent for instruction; and

- change the title of the executive director of accreditation, human resources and policy development to executive director of accountability and human resources to more reflect her current responsibilities.

FISCAL IMPACT

This recommendation can be implemented with existing resources. These organization changes should be made by the superintendent and should take no more than one hour to discuss with affected staff.

FINDING

The superintendent and his senior staff have a board-cross section of committees which promote collaborative decision making. The committees include:

Exhibit 2-9
Martinsville City Public Schools
Current Organizational Chart
2009-10 School Year

```
┌─────────────────────────┐          ┌─────────────────────────┐
│ Clerk of School Board and│          │                         │
│Administrative Assistant to│─────────│      School Board       │
│   the Superintendent     │          │                         │
└─────────────────────────┘          └─────────────────────────┘
```

| Division of Building Leadership | Division of Teaching and Learning — Assistant Superintendent for Instruction | Executive Director of Accreditation, Human Resources and Policy Development | Executive Director of Finance and Development |

| 5 Building Principals | Director of Pupil Personnel and Psychological Services | Director of Special Education and Assessment | Director of Technology and Career/Technical Education | Director of School Nutrition Services |

| Teachers and Other School-Based Personnel | School Nurse and Health Coordinator | Coordinator of K-12 Curriculum, Mentoring and Federal Programs | Community Outreach and Grants Coordinator | Coordinator of Facilities | Coordinator of Transportation |

Source: Martinsville City Public Schools, 2009.

- Executive Staff (Cabinet) – includes superintendent, assistant superintendent and too executive directors (no regular meetings).

- Administrative Team – cabinet members, directors, coordinators, principals, assistant principals, and deans (meets monthly).

- District Leadership Team (DLT) - Administrative Team and teacher representatives from each school (meets monthly before Administrative Team meetings).

Other committees include a school health advisory board, parent advisory committee, and the career and technical education and internship advisory committee, among others.

When surveys were conducted of teachers, school administrators, and central office administrators regarding involvement in decision making, the results shown in **Exhibit 2-10** were obtained.

Exhibit 2-10
Evergreen Survey Results
Involvement in Decision Making
MCPS and School Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
School-based personnel play an important role in making decisions that affect schools in the division.				
Central Office Administrators	90.0%	0.0%	84.8%	7.5%
Principals	92.3%	7.7%	63.1%	23.1%
Teachers	70.8%	17.5%	59.5%	23.7%
School division administrators are easily accessible and open to input.				
Central Office Administrators	90.0%	10.0%	84.4%	10.5%
Principals	92.3%	7.7%	82.2%	5.2%
Teachers	72.3%	11.0%	63.3%	19.8%

Source: Evergreen Solutions Survey Results, 2009.

COMMENDATION

The superintendent and executive staff are commended for a highly effective committee structure which involves multiple categories of employees in collaboration and the decision-making process.

RECOMMENDATION

Recommendation 2-8:

Convene regular weekly meetings of executive staff.

Executive staff use to meet regularly every Monday morning, and they do meet frequently during budget time. Regular meetings of executive staff should be reconvened and used to organize weekly activities and actions needed, and to provide an effective forum for management direction and decisions in Martinsville City Public Schools.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent should schedule regular meetings of his executive staff for an estimated one hour per week.

FINDING

Exhibit 2-11 compares MCPS to peer divisions in administration and instructional disbursements. The left hand columns represent costs as reported to the Virginia Department of Education for FY 2008. The revised right hand columns represent those costs which were recalculated by MCPS after they found that they had miscoded data reported to the Virginia Department of Education for several years. The miscoded information was due to instructional staff being categorized as administrators and was submitted to the state in error.

Exhibit 2-11
Administration and Instructional Disbursements
in Peer School Divisions
Fiscal Year 2008

Administrative Disbursements

School Division	Fiscal Year 2008		Revised	
	Administration	Per Pupil Cost	Administration	Per Pupil Cost
Martinsville	$2,631,383.00	$1,089.04	$1,493,613.27	$618.16
Danville	$3,278,394.00	$505.85	$3,278,394.00	$505.85
Franklin City	$816,291.00	$643.75	$816,291.00	$643.75
Hoepwell	$1,541,709.00	$397.55	$1,541,709.00	$397.55
Petersburg	$2,617,462.00	$569.01	$2,617,462.00	$569.01
Peer Division Average	**$2,177,047.80**	**$641.04**	**$1,949,493.85**	**$546.86**

Instructional Disbursements

School Division	Fiscal Year 2008		Revised	
	Instruction	Per Pupil Cost	Instruction	Per Pupil Cost
Martinsville	$17,524,363.00	$7,252.77	$18,273,746.63	$7,562.92
Danville	$48,884,522.00	$7,542.86	$48,884,522.00	$7,542.86
Franklin City	$11,858,873.00	$9,352.28	$11,858,873.00	$9,352.28
Hoepwell	$29,790,992.00	$7,681.99	$29,790,992.00	$7,681.99
Petersburg	$35,315,926.00	$7,677.34	$35,315,926.00	$7,677.34
Peer Division Average	**$28,674,935.20**	**$7,901.45**	**$28,824,811.93**	**$7,963.48**

Source: Virginia Department of Education, Web site, 2009 and corrections in revised column by MCPS Finance Office, November 2009.

As can be seen, the data which MCPS recoded are more online with individual peer school divisions and the division average. From 2008-09 and 2009-10, additional administrative positions were cut, including the following.

- director of curriculum, mentoring and accountability;

- director of advanced learning, social studies, and science;

- coordinator of reading and federal programs
  (**Note**: the above three positions were replaced by a coordinator of k-12 curriculum, mentoring and federal programs; thus, a net loss of two positions);

- LEP coordinator; and

- network administrator.

With the decrease of the four additional administrative positions, in future years the MCPS administrative distributions should be below those of peer divisions assuming consistency in peer division data.

COMMENDATION

MCPS is commended for finding errors in previous state reports, and for additional reductions in administrative costs made by cutting four more director/coordinator positions.

2.4   *SCHOOL ADMINISTRATIVE STAFFING*

The primary focus in any school division should be on the education of its students. The delivery of educational services occurs at the school level through prescribed curricula and programs. School-level management is critical to the success of a school division. The parameters for school-level management decisions typically include scheduling, safety and security, student discipline, employee retention, and school climate. In order to support schools as they strive to achieve their goals, divisions typically adopt standards to determine how positions should be budgeted and assigned. Having appropriate staffing in place is critical to ensure schools are managed effectively and efficiently.

FINDING

Virginia school divisions use staffing standards provided by the Virginia Standards of Quality as guidelines.   The Virginia Standards of Quality (SOQ) recommend the following principal/assistant principal allocations as minimum standards:

- Elementary Schools: One half-time principal to 299 students, one full-time principal at 300 students, one half-time assistant principal at 600 students, and one full-time assistant principal at 900 students.

- Middle Schools: One full-time principal employed on a 12-month basis and one full-time assistant principal for each 600 students.

- High Schools: One full-time principal employed on a 12-month basis and one full-time assistant principal for each 600 students.

In MCPS, each school is assigned a full-time principal. **Exhibit 2-12** shows the placement of assistant principals. As can be seen, Martinsville City Public Schools staffs building administrative positions at the secondary level well beyond those recommended by the SOQ.

Exhibit 2-12
Assistant Principal (Dean and Coordinator)
Positions in MCPS Schools
2009-10 School Year

School	Level	Student Population	Assistant Principals/ Coordinators/Deans	VA SOQ Standard	Number Recommended for MCPS Based on VA Standards
Clearview Pre-K	PreK-5	113	---	n/a	n/a
Patrick Henry Elementary	K-5	476	1	.5 @ 600 students 1.0 @ 900 students	0
Albert Harris Elementary	K-5	600	2[1]	.5 @ 600 students 1.0 @ 900 students	.5
Martinsville Middle	6-8	503	3[2]	1.0 for each 600 students	1
Martinsville High	9-12	794	4[3]	1.0 for each 600 students	1.5
Total		**2,486**			

Source: Virginia Department of Education, Web site, and Martinsville City Public Schools, 2009.
[1]Albert Harris has one assistant principal and one dean of students.
[2]The middle school has 2 co-principals, one assistant principal, and one instructional coordinator.
[3]The high school has an associate principal, an assistant principal, a dean of students, and a coordinator of internships and adult education. The high school also has a full-time Athletic Director.

Exhibit 2-13 provides the AdvancED standards*. As the exhibit shows, elementary schools should have one assistant principal once enrollment reaches 750. Middle and secondary schools should have one assistant principal once enrollment reaches 500 and two once enrollment reaches 1,000 students.

Exhibit 2-13
AdvancED Standards
Recommended School Administrative Staffing Guidelines

Staff Category	School Enrollment					
	1 - 249	250 – 499	500 – 749	750 – 999	1000 – 1249	1250 - 1499
Principal	1	1	1	1	1	1
Assistant Principal	0	0.5 0 (elementary)	1 0.5 (elementary)	1.5 1 (elementary)	2 1.5 (elementary)	2.5 2 (elementary)

Source: AdvancED Standards, May 2007.

*In 2006, the North Central Association Commission of Accreditation and School Improvement, the Southern Association of Colleges and School Council on Accreditation and School Improvement, and the National Study of School Evaluation came together to form one strong and unified organization under the name AdvancED. School districts and schools that wish to maintain AdvancED accreditation must meet set standards.

RECOMMENDATION

Recommendation 2-9:

Eliminate four assistant principal positions in Martinsville City Public Schools.

Exhibits 2-12 and 2-13 show excess staffing in assistant principal (coordinator and dean) positions based on two sets of standards—VA SOQ and AdvancED. By eliminating four school administrative positions, MCPS can save substantial dollars and redirect them towards other pressing educational needs.

MCPS should eliminate the following positions:

- at the high school, one assistant principal and the creation of a combined dean of Students and coordinator of internships and adult education (2 positions eliminated);

- at the middle school, eliminate the assistant principal, but retain the instructional coordinator (1 position eliminated); and

- at Albert Harris eliminate the dean of students (one position).

FISCAL IMPACT

The cost of the positions at the high school is based on an approximate salary of $58,000 with a fringe benefits rate of $17,400, for an annual total of $75,400 each for the two positions. The cost of a position at the middle school is based on a salary of $76,000 with a fringe benefits rate of $22,800, for an annual total of $98,800. At Albert Harris Elementary, the saving would be about $70,200 including benefits. Together, the total savings is about $319,800 per year.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Eliminate Four Assistant Principal/Dean Positions	$319,800	$319,800	$319,800	$319,800	$319,800

2.5 PLANNING AND ACCOUNTABILITY

Strategic planning is an important management tool that is used for several reasons:

- it helps an organization focus its energy;
- it ensures that all members of the organization are working towards the same goals; and
- it allows the organization to adjust its direction in response to a changing environment.

Effective strategic planning:

- leads to action;

- builds a shared vision that is based upon shared values;
- is an inclusive, participatory process in which board and staff have shared ownership;
- promotes accountability to the community;
- is based on quality data;
- requires an openness to questioning the status quo; and
- is a key part of effective management.

Strategic planning is different from long-range planning in its emphasis. Long-range planning generally includes the development of a plan for accomplishing a set of goals over a period of several years. Long-range planning assumes that the current knowledge about the future is sufficiently reliable. Long-range planning is typically done by a few people in positions of leadership.

Strategic planning assumes that an organization must be responsive to a constantly changing, dynamic environment. Strategic planning emphasizes the importance of making decisions that will ensure the organization can response to these changes. As such, a strategic plan is a document that changes as circumstances change. Strategic planning is essential for school divisions to improve in the 21st Century.

A strong strategic plan includes the following components:

- a mission statement that answers the question: "Why do we exist?";

- a vision statement that answers the question: "What will success look like?" (This vision statement is often what inspires a group to achieve its mission);

- a set of overarching goals with specific strategies designed to help reach the goals;

- an action plan that specifies timelines and responsibilities; and

- an evaluation plan that includes specific measurable outcomes to determine the attainment of goals.

FINDING

Martinsville City Public Schools has done an exemplary job in strategic planning. While most Virginia school divisions comply with the state requirements for a six-year plan, MCPS has taken strategic planning to a much higher level. In addition, MCPS merges the Effective Schools Correlate Research with its school improvement model as shown in **Exhibit 2-14.**

The vision, mission, beliefs and goals for the 2009-10 school year are shown in **Exhibit 2-15.**

Each of the MCPS annual goals contain measurable objectives which are outlined in action steps. Implementation and follow through are weaknesses in many strategic planning processes. Goals and objectives are developed, and sometimes quantifiable, yet the school division often does not monitor implementation.

Exhibit 2-14
Martinsville City Public Schools
Effective School Correlates Research and School Improvement Model
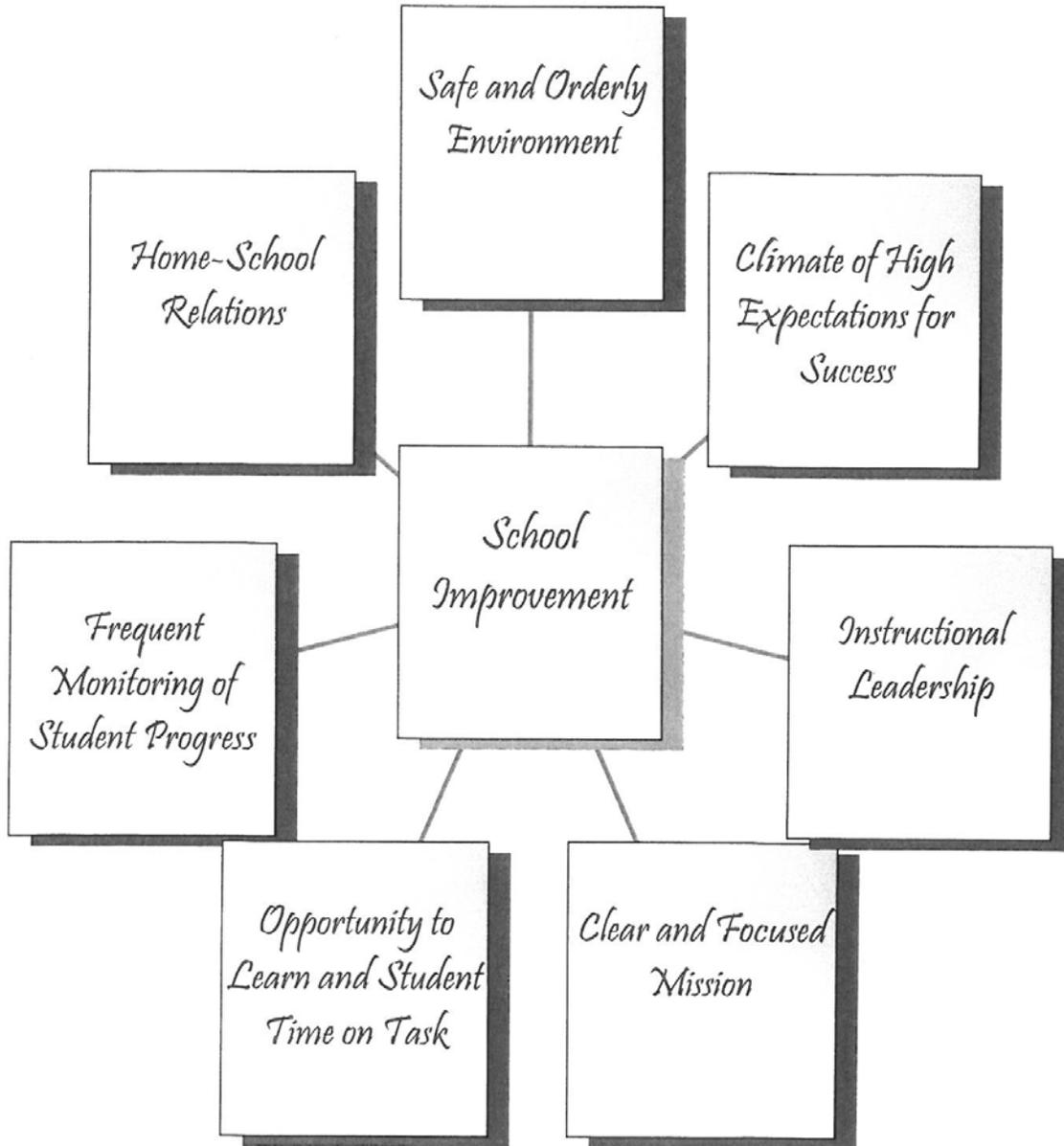
Source: MCPS Office of the Assistant Superintendent of Instruction, 2009.

Exhibit 2-15
Martinsville City Public Schools
Vision, Mission, Beliefs, and Goals
2009-10 School Year

Vision

A place where learning has no limits and academic excellence is measured one child at a time.

Mission Statement

Learning for All: Whatever it Takes

Core Belief:

- Learning is the heart and soul of what we do.

- All children are unique individuals with special gifts and talents.

- Teaching is hard work in an organization where it is expected that all children will learn at high levels.

- All people in the organization, both children and adults, are valued and respected.

- Risk taking, problem solving, teamwork, creativity and a sense of humor are traits we embrace.

- The community is our "customer" and ideas and opinions are listened to and acted upon.

- We recognize that a positive relationship between adults and students is vital to the learning process.

Division Goals

- Meet or exceed the state passing rate of 85% in Reading and 83% in Math for each subgroup as required by Adequate yearly progress (AYP) with the ultimate goal of 100% pass rate in each subgroup

- Increase the percentage of minority students who obtain an advanced diploma by 10% for the year 2009-10.

- Increase the percentage of minority students who participate in advanced classes by 20% for the year 2009-10.

- Develop and implement plans at each building to actively engage all parents in their child's learning.

- Reduce the number of student discipline referrals t to the office by 20% as compared to 2008-209.

Source: MCPS Office of the Assistant Superintendent for Instruction, 2009.

This is not the case in Martinsville City Public Schools. Within the action plan, each objective has detailed information on the following:

- strategy;
- time frame;
- person(s) responsible;
- resource needed;
- evidence of implementation; and
- status.

COMMENDATION

Martinsville City Public Schools is commended for its excellence in strategic planning development and implementation.

FINDING

Personnel evaluation allows educators to determine the quality of how well they perform as well as gain direction for improving their performance. Evaluation can be a powerful tool for communicating the expectations of the division and for ensuring employees continue to grow.

Teachers in Martinsville City Public Schools generally report that they are evaluated and held accountable for students learning. About 94 percent of teachers *agree* to the statement that "teachers are held accountable for ensuring students learn" (compared to 86 percent of teachers in the comparison group).   This response rate may also be correlated to the high rating that teachers give personnel evaluation overall, with 72.4 percent of teachers stating that it was *adequate or outstanding* (compared to 53.1 percent in peers.)

COMMENDATION

Martinsville City Public Schools is commended for establishing a culture of accountability throughout the entire division by ensuring that all teachers are evaluated annually.

FINDING

In recent years, there has been renewed interest in the role of personnel evaluation and its relationship to school improvement. Personnel evaluation allows educators to determine the quality of how well they perform as well as gain direction for improving their performance. Evaluation can be a powerful tool for communicating the expectations of the division and for ensuring employees continue to grow.

Section 22.1-294 of the Code of Virginia states that:

> *Each local school board shall adopt for use by the division superintendent clearly defined criteria for a performance evaluation process for principals, assistant principals, and supervisors that are consistent with the performance objectives set forth in the Guidelines for Uniform Performance Standards and Evaluation Criteria for teachers,*

administrators, and superintendents as provided in § 22.1-253.13:5 and that includes, among other things, an assessment of such administrators' skills and knowledge; student academic progress and school gains in student learning; and effectiveness in addressing school safety and enforcing student discipline.

Exhibit 2-16 indicates that there is some concern about personnel evaluation among administrators and especially central office administrators.

- Only 20 percent of central office administrators *agree* with the statement "division employees receive annual performance evaluations," while 70 percent *disagree*.

- While close to 77 percent of school administrators *agree* with the statement "division employees receive annual performance evaluations," 15 percent *disagree*.

Most central office administrators interviewed indicated that they were not evaluated in the past several years.   A review of personal records by Evergreen consultants supported this finding (also see **Section 3.6 of Chapter 3 on Performance Assessment**).

Exhibit 2-16
Evaluation of Personnel
MCPS and Division/Districts in Evergreen's Survey Database

	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
Respondent Group	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**
Central Office Administrators	20.0%	70.0%	73.4%	16.0%
Principals	76.9%	15.4%	81.6%	0.2%

Source: Evergreen Solutions Survey Results, 2009.

RECOMMENDATION

Recommendation 2-10:

Ensure that central administrators receive annual written evaluations.

An evaluation process that includes all levels of an organization is critical to establish accountability throughout the organization. Evaluations should include goal setting and measurement tied to the division's strategic goals. They should also be consistent with the *Guidelines for Uniform Performance Standards and Evaluation Criteria for Teachers, Administrators, and Superintendents* as specified by the Commonwealth of Virginia.

The current evaluation form is antiquated, and not performance based. A new performance evaluation instrument needs to be developed (also see **Section 3.6** in C**hapter 6**).

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent should initiate the process and create an ad hoc committee to develop a performance-based evaluation form. About five hours will be required of each committee member. When implementation

takes place, each supervisor will need to evaluate all subordinates. This is estimated to take one-two hours annually per position.

2.6   LEGAL SERVICES

School divisions obtain legal services in one of two ways: through in-house counsel or with outside firms or attorneys. Larger school divisions can generally obtain services of one large diversified firm that can handle the variety of needs; smaller divisions usually depend on more than one firm. Because of the unique nature of school divisions and local governments, it is not unusual in Virginia for school divisions to secure their services from the city or county in which they reside.   Fees for legal services can vary widely, depending upon the location and specialization required.

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

Section 22.1-82 of the Code of Virginia allows school divisions 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.…All costs and expenses of such advice and all costs, expenses and liabilities of such proceedings shall be paid out of funds appropriated to the school board.*

FINDING

Legal services are provided to the Martinsville City Public Schools by Timberlake, Smith, Thomas & Moses, P.C. The MCPS attorney is Douglas Guynn, and his hourly rate is $245.00.

Exhibit 2-17 shows the division's legal expenses for the four years, including year to date for the current year. The higher cost for the 2006-07 school year was due to training conducted by the attorney for MCPS administrators on legal issues.

Exhibit 2-17
Martinsville City Public Schools
2006-07 through 2009-10 (YTD) School Year

School Year	Legal Fees
2006-07	$2,860.19
2007-08	$931.00
2008-09	$1,102.50
2009-10 (Year to Date)	$0
TOTAL	**$4,893.69**

Source: Martinsville City Public Schools, Finance Office, November 2009.

Exhibit 2-18 shows each peer division's per student legal expenses for the past three years.

Exhibit 2-18
Comparison Legal Expenses Per Student
Martinsville City Public Schools and Peer School Divisions
2006-07 through 2008-09 School Years

School Division	Legal Expenses Per Student		
	2006-07	**2007-08**	**2008-09**
Martinsville	**$1.14**	**$0.37**	**$0.46**
Danville	$2.77	$3.11	$1.43
Franklin City	n/a	$14.53	$4.08
Hopewell	n/a	n/a	$2.37
Petersburg	$12.94	$8.57	$10.05
Average	**$5.62**	**$6.65**	**$3.68**

Source: Created by Evergreen Solutions with data collected from Phone Interviews
with Division Staff, 2009.

As can be seen, when comparing the legal expenses in MCPS with those of other school divisions in the peer group, MCPS costs are significantly less that of the comparison group average in all years shown. The cost of legal services is less than any other school divisions in the comparison group and much lower than Evergreen consultants have seen elsewhere.

MCPS reports that they have contained legal expenditures through the following proactive strategies:

- consultation with attorney before problems arise; and

- staff development for administrators regarding legal services.

Based on MCPS legal fees during the past four years, these efforts appear to have been effective.

COMMENDATION

Martinsville City Public Schools is commended for minimizing expenditures for legal services.

2.7   COMMUNICATIONS AND PUBLIC RELATIONS

Teachers and administrators, research literature, and areas of best practice speak widely about the need for parental and community understanding of and involvement in the public schools in order for achievement to improve for all students. It is through significant partnerships between the schools and their many stakeholders that the resources and perceptions, policies, and practices will evolve to support 21st Century schooling that is powerful enough to have an impact on every student. Classroom teachers, principals, schools, and school districts working in isolation from their communities cannot achieve the goal of higher achievement and more fully developed young citizens.

In today's educational and political climate, it is not sufficient to be a good school district; the public must be continually shown the advances of the school district. A school district must be publicly accountable for every dollar spent, every program created, and every student graduated. Good public accountability is often found in the form of an annual report which contains pertinent information on the progress of the school district over the preceding year.

A school district is accountable to many different groups: its staff, its teachers, the federal government, its students, their parents, local businesses, and the community at large—all have invested time and money into the school district, and all have a stake in its success. In return, the school district is obligated to demonstrate that it has spent the time and money afforded to it wisely, and is making its best effort to produce well-educated, work-ready, civic-minded graduates.

Compounding this challenge is the increasing competition for every public dollar, a common situation in every local government agency. The era of "big government" is over and so is public indifference to the use of limited tax dollars. Today, citizens demand the most of out every cent contributed to public coffers. A school district can only be successful in this environment if it can consistently prove that it has a product, namely a valuable education, which is worth continued public investment.

Communications and public relations between Martinsville City Public Schools and the Martinsville community were strong at the time of Evergreen's visit. A coordinator of community outreach and grants was hired in July 2009 to support the superintendent in providing the essential communication and public relations with the community.

In **Exhibit 2-19**, MCPS teacher responses to the communications section of the survey are compared to peer school system comparisons. In general, teachers had higher levels of agreement than the peer comparisons. For example, 58 percent of MCPS teachers *agree/strongly agree* when asked about parents playing an active role in school decision making, compared with just over 43 percent in the peer comparisons. Other responses clearly show much higher agreement levels in MCPS. The most striking similarity on the survey, however, comes when comparing the MCPS teacher response regarding volunteer support. When ask if there are enough volunteers available to assist with student and school programs, only 36 percent of MCPS teachers *agree/strongly agree*, as compared to 35 percent in the peer comparison school systems.

FINDING

Evergreen consultants found excellent examples of communication between the:

- superintendent and school board;
- superintendent (and staff) and the community and city council;
- the central office and schools;
- the schools and parents; and
- MCPS and the media.

Exhibit 2-19
Teacher Survey Results on Communications
in MCPS and School Districts/Divisions in Evergreen's Survey Database

Survey Statement	MCPS Teachers		Teachers in Evergreen's Survey Database	
	Strongly Agree & Agree	Strongly Disagree & Disagree	Strongly Agree & Agree	Strongly Disagree & Disagree
MCPS regularly communicates with parents.	94.8%	0.6%	71.7%	10.4%
Parents play an active role in decision-making in our schools.	58.1%	21.5%	42.8%	32.0%
Teachers regularly communicate with the parents of the students they teach.	94.2%	2.3%	82.3%	14.6%
Most parents seem to know what goes on in our schools.	65.1%	22.7%	49.2%	31.8%
The school system explains test results to parents.	66.3%	14.0%	50.2%	33.9%
Schools have plenty of volunteers to help student and school programs.	35.7%	49.7%	34.9%	46.6%
At least some local businesses are actively involved in supporting our schools.	73.3%	10.5%	60.8%	21.9%

Source: Evergreen Solutions Survey Results, 2009.

Examples include the superintendent's:

- attendance at city council meetings;
- Friday report to board members; and
- continuous presence in schools.

Staff have followed the superintendent's lead. Central office staff are always out in schools. When asked if division administrators provide quality services to schools, 79 percent of MCPS teachers *agree* and opposed to only 60 percent in comparison districts/divisions.

A newsletter is sent out monthly to the community. The newsletter, called the *Bulldog Bark,* contains a message from the superintendent, success stories, events and photos, a parent page, calendar of events, a sports component.

COMMENDATION

MCPS is commended for the multiple avenues of positive communication for its internal and external stakeholders.

FINDING

In July 2009, the position of community outreach and grants coordinator was filled. The person hired in the position is a former newspaper reporter who has very positive relationship with the media. In her position with MCPS, the coordinator is spending about 50 percent of her time on

grants and 50 percent on public relations. She is also involved in providing staff support for the MCPS Endowment Fund.

With regard to the public relations/ community outreach part of her job, the coordinator has done an excellent job in getting acclimated to her new role and responsibilities, but lacks a job description which would guide her in this position.

COMMENDATION

The MCPS Community Outreach and Grants Coordinator is commended for her energy and enthusiasm as she helps to create her role and responsibilities in the new position.

RECOMMENDATION

Recommendation 2-11:

Create a job description with clearly roles and responsibilities for the MCPS Coordinator of Community Outreach and Grants.

The new coordinator of community outreach and grants should be responsible for, at a minimum, the following major MCPS functions:

- developing and implementing an annual communications and public relations plan for the Martinsville City Public Schools;

- developing and overseeing a budget for communications and public relations activities;

- overseeing and coordinating the MCPS community outreach activities;

- serving as the liaison for the district on all brand recognition issues (use of logo, school-based promotions, transition of new logo);

- serving as the key contact for all press relations;

- coordinating press releases (writing, approving, distributing);

- overseeing and directing the MCPS web site (look and content– not programming); and

- assisting in the development of new individual school web sites (establishing and overseeing how schools utilize web site templates for their individual schools).

Exhibit 2-20 provides an example job description. This job description does not include the coordinator's responsibilities for grants.

Exhibit 2-20
Example Job Description
Coordinator of School and Community Relations

School District of Pickens County
Classification Description

Classification Title: Coordinator of School and Community Relations
Department: District Office
Pay Grade: CO2
FLSA Status:

General Statement of Job

Directs and coordinates activities related to community relations, including public information, web sites, District publications, and communications by performing the following duties personally or through subordinate supervisors.

Specific Duties and Responsibilities

Essential Functions:

Attends professional development seminars, meetings, sessions to remain current and skilled to offer technical assistance to subordinates.

Organizes tasks and assignments for priority completion.

Assists schools and departments with the development of communication plans and assists with appropriate implementation, particularly in crisis situations.

Assists schools and teachers with training and maintenance of web site and publications.

Coordinates and facilitates activities of various advisory committees for the Superintendent.

Directs or handles media contacts and inquiries as appropriate.

Establishes and maintains relationships with elected officials, community leaders, business professionals and other community members that either directly or indirectly support the District and its mission.

Oversees the development and implementation of training and programs related to communication and customer service.

Photographs various events for publications or web posting.

Plans, implements, supervises, and evaluates the comprehensive marketing and District strategic plans.

Receives and responds to requests for information concerning District and Board matters and meetings.

Responds to all requests made under the South Carolina Freedom of Information Act.

Serves as the District Webmaster.

Serves as the Public Information Officer

Serves as the District liaison to the news media, and acts as District spokesperson.

Additional Duties:

Provides assistance to other employees or departments as needed.

Performs related duties as required.

Minimum Education and Training

Requires a bachelor's degree, master's degree preferred, supplemented by five years previous experience and/or training; or any equivalent combination of education, training, and experience which provides the requisite knowledge, skills, and abilities for this job.

Source: School District of Pickens County, South Carolina, 2007.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent, in collaboration with the coordinator of community outreach and grants, should create the job description. This should take no more than one hour to complete.

2.8   *ENDOWMENT FUND*

Information from the National Center of Public and Private School Foundations identify educational foundations as privately operated, non-profit organizations established to assist public schools. These foundations quality as charitable organizations, different from school districts, public institutions, or local governments. Public school foundations are designed to augment, supplement, or complement programs and activities current being provided by school districts. There are currently over 4,800 school foundations that have their own board of relationship to the school districts/divisions they support.

While it is fairly common for a school district/division to lend in-kind and staff support for the initial development of an education foundation, the goal should ultimately be for a foundation to become self-sufficient, reducing the burden on district staff and providing a supplemental resource for the division itself.

Generally, foundations are 501(c) (3) designated so that contributions are 100 percent tax deductible.

FINDING

The MCPS Education Foundation is called the endowment fund. The MCPS Endowment Fund was established in August 2007 to provide support and resources for innovative programs and projects aimed at enhancing the quality of education and educational opportunities for all students. Endowment donations fund programs and projects that might otherwise be cost prohibitive because of decreased state aid and budget and program cuts.

Endowment funds are held and administered by the Martinsville Area Community Foundation, a nonprofit organization that allows donors to make tax-deductible contributions.

Examples of teacher grants that have been funded include:

- hands-on science projects for pre-school students;
- personal living and finance program for children with disabilities;
- classroom reading buddies program for elementary students;
- a project with electricity and magnets for middle school students;
- gardening with kids;
- teaching students about storms and weather phenomena; and
- writing a children's book.

These mini-grants generally range between $100-$500.

The endowment fund sponsors three major fundraisers a year:

- a Fall golf tournament
- a Spring gala; and
- a bingo night.

These events generate about $15,000 each. The endowment fund also receives individual and corporate donations, and the fund now has about $121,000.

COMMENDATION

Martinsville City Public Schools is commended for starting an endowment fund and for its success to date.

FINDING

Students can also serve as a resource to generate funds for the endowment fund. As one example, a marketing class in rural Clinton Public Schools (Oklahoma) organized a project to build a brick wall with the school logo near the entrance of a school. The students sold bricks for $100 each; they sold 500 bricks for the projected income of $50,000 and make a profit of almost $40,000.

The student's promotional plan includes the use of direct mail, the Clinton web page, cooperative advertising, and the involvement of radio and press media. Students are also requested alumni to help with the effort through golf, football, and soccer competitions.

RECOMMENDATION

Recommendation 2-12:

Involve students in supporting the MCPS Endowment Fund.

Students can be recruited to assist in fund raising. A marketing or other appropriate high school class could spearhead this effort.

FISCAL IMPACT

This recommendation can be accomplished with existing resources. The superintendent should present this recommendation to the chairman of the endowment fund. If implemented, a student coordinator should be assigned to involve students in the process. The time required to implement this recommendation can not be adequately estimated, since it will be contingent upon the degree of student involvement.

CHAPTER 3:
PERSONNEL AND HUMAN RESOURCES MANAGEMENT

PERSONNEL AND HUMAN RESOURCES MANAGEMENT

This chapter reviews the personnel and human resources management of Martinsville City Public Schools (MCPS). This chapter is organized into the following seven sections:

3.1   Organization and Management
3.2   Personnel Policies and Procedures
3.3   Personnel Records
3.4   Recruitment, Hiring, and Retention
3.5   Compensation and Classification
3.6   Performance Assessment
3.7   Professional Development

CHAPTER SUMMARY

MCPS is a small school division with approximately 450 employees, including 216 teachers and five schools serving slightly less than 2,500 students. Until 2005, the functions typically performed by a centralized human resources department were dispersed throughout the division. Since that time, the MCPS Accreditation, Human Resources, and Policy Development Department have taken full time responsibility for most personnel activities. In addition, they are responsible for a number of other operational areas depicted in the title of the department. This chapter is designed to address human resources management and, as such, will focus its attention on this aspect of operation. In the remainder of this chapter, the MCPS Accreditation, Human Resources, and Policy Development Department will be referred to as the "human resources department" for simplification purposes.

In essence, the human resources department has just begun to take full ownership of the human resources function and perform activities in a cohesive, centralized manner. Given the newness of these efforts, priorities had to be set. The department's goal is to become a fully functioning, professional human resources department.   A number of positive initiatives have been put in place by the executive director of accreditation, human resources, and policy development, but additional changes need to be made. To effectively move toward the department's stated goal, some realignment of duties is required.

It is important to realize that the human resources department and the executive director have an almost unprecedented level of awareness and transparency into its shortcomings and administrative needs for improvement. The executive director prepared a summary, outlining areas of identified needs. Many of the findings in this chapter are reflected in this internal document.

The department is commended for initiating a number of online functions. These include personnel policies as well as a plan to move to a fully automated and electronic application process for employment. Additionally, the department is commended for working with the

division leadership in developing and implementing measures designed to increase the quality of instruction and address teacher qualifications through professional development.

Recommendations in this chapter are intended to refine existing division processes and practices, and to provide guidance for the establishment of others. Major recommendations in this chapter include:

- removing all human resources responsibilities from other departments, and placing them within the human resources department;

- creating an internal standard operating procedure manual and making it available to all human resources department personnel;

- creating and implementing a plan to review classification descriptions on a regular basis;

- conducting performance reviews for all non-teaching MCPS employees on an annual basis; and

- develop key performance goals to measure the success and effectiveness of departmental efforts.

3.1   *ORGANIZATION AND MANAGEMENT*

Human resources functions are performed primarily by the executive director and the human resources specialist II. Additionally, benefits and other related administrative duties are performed by the administrative associate. The executive director of accreditation, human resources, and policy development reports directly to the superintendent and, by all accounts, has sufficient access to the superintendent to discuss human resources issues that arise.

The organizational chart for the human resources department is shown in **Exhibit 3-1**.

FINDING

Prior to the initiation of this study, the executive director prepared a self-assessment document that outlined the acknowledged challenges and issues pertaining to human resources operations within the division. This level of candor is seldom seen in this type of review.

The document outlines past and present gaps and shortcomings of operations, policies, and procedures, and then describes what, if any, actions have been taken to address each issue. The executive director acknowledged current departmental shortcomings while also exhibiting appropriate pride in the many steps that have been taken to address specific issues.

Exhibit 3-1
Organizational Chart of the Department of Accreditation,
Human Resources, and Policy Development

```
        ┌─────────────────────────────┐
        │   Executive Director of     │
        │ Accreditation, Human Resources, │
        │   and Policy Development    │
        └─────────────────────────────┘
                     │
          ┌──────────┴──────────┐
          │                     │
┌──────────────────┐  ┌──────────────────┐
│ Human Resources  │  │  Administrative  │
│   Specialist II  │  │    Associate     │
└──────────────────┘  └──────────────────┘
```
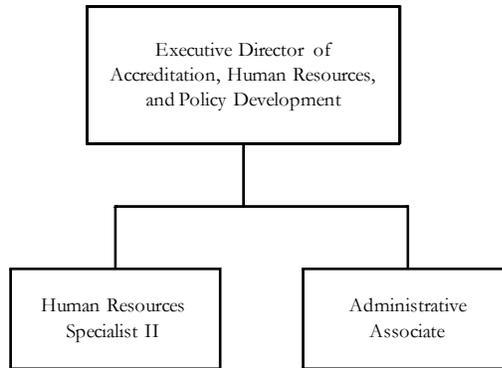
Source: Martinsville City Public Schools, 2009.

In total the executive director identified 30 items of concern related to human resources operations. Many of these operations showed that actions had already been taken to correct or improve them, while others indicated that work must continue. A list of the most significant items is provided below:

- no consistent hiring protocol;

- incomplete or non-existent record keeping of annual positions and salaries paid;

- inconsistent practices regarding assignment of salaries;

- misfiled and incomplete employee personnel files, including gaps of up to 15 years of records;

- inconsistent or nonexistent employee performance evaluations;

- no employee handbook;

- no department budget or ability to directly plan or approve expenditures;

- inconsistent administration of benefits; and

- no listing of current staff at each school.

This list is not exhaustive, but indicates the types of issues facing the MCPS Human Resources Department. The preparation and research that went into developing the complete list is an invaluable resource that will dramatically increase the likelihood of success in developing a very effective and efficient human resources department for Martinsville City Public Schools.

COMMENDATION

The MCPS Executive Director of Accreditation, Human Resources, and Policy Development is commended for her comprehensive analysis of organizational challenges in the human resources operations.

FINDING

As currently configured, the human resources department possesses sufficient manpower to focus on its human resources duties.

The executive director has responsibility for a number of duties that are not related to human resources management because of the combined nature of the accreditation, human resources and policy development department. Alternatively, professional development is traditionally a human resources function that is not primarily administered by a human resources office. Professional development duties are handled for teachers by the assistant superintendent of instruction. The documented success of the instructional personnel conveyed by the rising test scores of students is indicative that this arrangement is working and should not be changed.

As recently as four years ago, human resource functions were dispersed throughout the division. Departments such as maintenance were responsible for key legal functions such as workers' compensation and insurance administration, for example. Clearly, the individuals who were actively responsible for those tasks and functions did an adequate job even though they were operating well outside their areas of expertise.

In recent years, these personnel functions and responsibilities were taken under the umbrella of the accreditation, human resources, and policy development department. This was a critical change that was necessary to ensure consistency and adherence to state and federal regulations pertaining to personnel operations.

The creation of a distinct human resources department has and will continue to provide a message to employees and mangers that MCPS is moving towards increased specialization and professionalization in the area of human resources. The executive director needs to have the primary responsibility for developing human resource policies and ensuring their effective administration.

COMMENDATION

Martinsville City Public Schools is commended for consolidating its human resource function within a centralized department.

FINDING

Current employees in the human resources department have strong administrative backgrounds in the public education arena; however, they are learning the complexities and challenges of a personnel department.

The executive director is relatively new to the position. She is supported by a human resources specialist who has minimal human resources training. Also, there is a single clerical staff member who has acquired a working knowledge based on the tasks she is performing.

As a whole, it should be stated that the personnel staff is doing an exceptional job of conducting its business on a daily basis. Staff efforts are intensely focused on identifying potential liabilities and protecting the division. Additional training and education in these areas will strengthen the division's resistance to potential employee relations, FLSA, and other related issues.

RECOMMENDATION

Recommendation 3-1:

Place MCPS human resources employees in an accelerated human resources training program with an emphasis on personnel, FLSA, and employee relations law.

Training for the MCPS human resources personnel should initially be concentrated in those areas where a lack of experience could most easily expose the division to potential litigation. Typically, these areas include employee discipline, termination, pay, and discrimination. Additionally, training focused on accurate assessment of the Fair Labor Standards Act (FLSA) is necessary.

Due to advances in distance-based learning, the cost of effective training has declined considerably. Online courses, webinars and other web-based applications have reduced the cost of formal training. Additionally, significant information is available through professional associations [such as the Society for Human Resource Management (SHRM) and the International Public Management Association (IPMA)] of which the executive director is already a member.

FISCAL IMPACT

The fiscal impact of this recommendation should decrease over time. Given the current training needs in this department, an initial investment of $2,500 over the current training budget in the first year would be reasonable with $1,000 and $500 in subsequent years. Approximately one to two days of human resources staff is estimated to complete the training.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Provide Human Resources Training	($2,500)	($1,000)	($1,000)	($500)	($500)

FINDING

As was previously mentioned, until recently many personnel functions were dispersed throughout the division. The superintendent and executive director have restructured these functions so that most fall under the purview of the centralized department. The fact is, however, that a number of personnel-related activities and functions are still being maintained outside the span of control of the central office.

One example is job descriptions. Essentially, MCPS has no formal, consistent job descriptions. A significant number of job posting pages were provided for the purpose of this efficiency review; however, they are incomplete. Also, some departments maintain their own job descriptions that have been created without any input or even awareness from the human resources department. This decentralization and lack of control over the content and method by which items such as job descriptions are developed and maintained could lead to litigation.

One additional problem area is employment applications and pre-employment applications. The executive director noted several instances where principals and other department heads have selected candidates to be hired and these individuals have started work without direct input from the central office.

The human resources department has been under such pressure to solve the challenges associated with teacher qualifications and recruitment that they have had little time to deal with these issues, and have allowed other departments to operate autonomously. On the positive side, the division has done an outstanding job of strengthening instructional qualifications. It is time, however, for these other functions to fall completely under the control of the human resources department.

RECOMMENDATION

Recommendation 3-2:

Move all MCPS personnel operations to the human resources department.

During this review, it was found that a number of personnel functions are being conducted outside the purview of the MCPS Human Resources Department. These include:

- employment policies and procedures being kept at the department level;
- recruitment, including scheduling and conducting pre-employment interviews;
- classification description development and maintenance;
- personnel records management;
- hiring;
- performance evaluation; and
- employee relations.

In order to ensure consistency, these personnel functions should be centrally located and controlled. Without this, the opportunity exists for disparate treatment of employees and applicants that could lead to morale and even legal issues.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent and the executive director should develop appropriate procedures and discuss with senior managers at a staff meeting. This is estimated to take two hours of the superintendent's and executive director's time.

FINDING

The human resources department has detailed a lengthy mission statement, which is shown in **Exhibit 3-2.**

Exhibit 3-2
Mission Statement for Human Resources Department

<div style="border:1px solid black; padding:10px;">

Our Mission

The Martinsville City Public Schools Department of Human Resources performs service-oriented functions designed to recruit and retain highly skilled teachers, administrators, and support staff who work to ensure that all students learn to high levels. We recognize that the people who create and support the learning experiences of our students are the most valuable resource of our organization. Our department works to enhance and strengthen this resource.

The Department of Human Resources performs the following functions:

- Obtains and administers a variety of benefits and supports for current employees.
- Assesses the need for and allocation of the organization's human resources.
- Develops a pool of viable applicants for employment who support the mission of the school division.
- Actively participates in the candidate selection process when vacancies occur.
- Screens and assists individuals who desire to volunteer their time with our students.
- Works with local businesses and service organizations to promote the mission of the school division.
- Develops, implements, and monitors practices, policies, and procedures to ensure that every individual associated with our organization is treated with respect and dignity, and in a manner that is equitable, lawful, acknowledges his or her contributions, and encourages life-long learning.

</div>

Source: MCPS Human Resource Department, 2009.

Despite its small size, the human resources department must perform numerous activities on a daily basis in order to fulfill its responsibilities. Without clearly related goals, the tasks performed can become a series of unrelated activities with little clear purpose. A clearly stated theme (or mission statement) helps to clarify activities and sharpen their focus. It also helps stakeholders understand the department's priorities and primary emphasis. Ideally, the department's mission statement should be easily understood and related to the MCPS overall strategic plan.

Related to the mission statement, the human resources department should also develop a series of goals. These goals should reflect the department's most important objectives in the primary service delivery areas. To be meaningful, the goals must be measurable. Additionally, the goals must be reasonably attainable and within the department's ability to achieve.

An example of a sample mission statement and accompanying performance goals are shown in **Exhibit 3-3**.

Exhibit 3-3
Sample Mission Statement and Accompanying Performance Goals

Sample

Human Resources Department Mission Statement

The Human Resources Department will recruit, retain, train and compensate employees in an equitable manner while safeguarding the division's resources.

Department Performance Goals

- The division's policy manual will be revised to reflect all changes approved by the School Board.
- All job applications will be stored in an electronic database.
- All non-classified job descriptions will be updated to reflect revised job responsibilities.
- A market study will be done for all job classifications.
- A comprehensive benefits statement will be distributed to all employees.
- A sign-out system will be implemented for all employee records.
- Job applicant interview training will be conducted for all Principals.
- Performance evaluation forms will be reviewed and updated as needed.
- Professional development needs assessment surveys will be distributed to all certificated staff.
- Conflict resolution training will be offered to all front-line managers.

Sample

Source: Created by Evergreen Solutions, 2009.

RECOMMENDATION

Recommendation 3-3:

Consider shortening the department mission statement and develop performance goals.

By adopting a mission statement and accompanying performance goals, the human resources department can provide greater purpose to work activities and prioritize service demands.

The existing mission statement is thorough and comprehensive, but it may be too lengthy to be clearly communicated.   The current mission statement contains department functions that should be transformed into specific performance goals associated with each of those functions in order to clearly articulate the direction in which the department is headed.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.   The implementation of this recommendation will require an estimated four to five hours of the executive director's time.

FINDING

Due to a lack of clearly stated goals, the MCPS Human Resources Department does not have sufficient accountability mechanisms. Without performance goals, it is not possible to accurately measure the department's performance in critical areas. By monitoring progress against the performance goals on a regular basis, the department will be better able to track its progress and provide a higher level of service to MCPS employees.

Due to a long history of not collecting performance data, there was little information available to evaluate or determine if the division's (or department's) efforts have been effective or not. While many organizations talk about aligning organizational goals with department and personal goals, few are actually able to do it. In addition, effective goal setting at the highest levels of an organization will establish a precedent for employees and supervisors to do the same.

RECOMMENDATION

Recommendation 3-4:

Monitor outcomes associated with the established performance goals to determine the effectiveness of departmental efforts and to determine return on investment.

After the performance goals are established, periodic status checks can be performed throughout the year. At the end of the year, the human resources department can review its performance internally and set the following year's goals.

Human resources goals work best when they are directly linked to the goals of the organization being served. The department's position as an internal service operation allows it to measure performance and strength of efforts because those who receive the services can easily provide feedback. Employees at all levels can provide input into the success of the human resources department.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.   The implementation of this recommendation should take no more than five hours of the executive director's time.

FINDING

MCPS is not collecting nor analyzing consistent performance metric data. The importance of assessing the effectiveness of department efforts is magnified in a small department. Knowing to what degree individual employee efforts are succeeding with so few FTEs is critical to long-term success. Also, performance metric data can serve as a measure for the outcome of performance goals.

Such metrics would most likely need to be generated in the existing MUNIS* system. MUNIS is the government business software platform used by MCPS. One module for MUNIS that MCPS has access to is a human resources platform that operates like a Human Resources Information System (HRIS).

*Municipal Information Systems by Tyler Technologies.

RECOMMENDATION

Recommendation 3-5:

Develop and begin collecting human resources performance metric data.

A sample of human resources performance metrics that might represent the goals of MCPS are shown in **Exhibit 3-4.**

Exhibit 3-4
Sample Mission Human Resources Performance Metrics

- Turnover
- Customer satisfaction
- Overall organization turnover
- Average time to hire (from request to offer acceptance)
- Average number of grievances per year
- Percent of classifications studied per year
- Percent of position compensation analyzed per year
- Percent of employees successfully completing probation
- Average time for application screening (days)
- Percentage of employees receiving orientation within five days of starting work
- Percent of benefits requests handled in 24 hours
- Human resource staff (FTEs) per 100 employees
- Human resource operating cost as percentage of total payroll
- Training budget as percentage of total personnel cost
- Average time to respond to general request of human resources (hours)

Source: Created by Evergreen Solutions, 2009.

The metrics presented in **Exhibit 3-4** are meant to serve only as a sample of what is possible. Also important to consider is the level of performance of each metric which defines success. For example, hypothetically, MCPS may be struggling with turnover among its paraprofessionals with a turnover rate of 30 percent annually. A high level performance goal designed with this in mind might be to reduce turnover to 15 percent.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.   The executive director will require about 10 hours to implement this recommendation.

FINDING

The human resources department does not conduct regular satisfaction surveys of MCPS employees. Most likely this is because the department is new and MCPS has had to establish priorities that have not yet included customer satisfaction.

Customer satisfaction is an important goal for any internal service provider. For the human resources office, its customers are division employees. A key component in measuring the human resources department's success should be the overall satisfaction of its customers for the critical services provided.

RECOMMENDATION

Recommendation 3-6:

Construct an online customer satisfaction survey and administer the survey on an annual basis.

After the human resources department administers the survey and collects the results, the initial results should serve as a customer satisfaction baseline. Future survey results can be measured against the baseline and highlight potential trends in customer satisfaction.

Surveys of this kind can be created using a number of free or virtually free online tools. If the division wishes to, they can pay for a basic subscription to a web site that will allow the human resources department to analyze and spot trends in the outcomes of these surveys. Many online survey providers even have templates for satisfaction surveys that can be tailored for MCPS specific needs.

Exhibit 3-5 displays a sample screenshot of a simple, yet thorough survey of customer satisfaction conducted by a human resources department.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and should have no fiscal impact. It is estimated that this will require about three hours of the executive director's time, and must be coordinated with the technology department. However, if the division wishes to subscribe to an online, web-based survey service that allows more detailed data analysis, they can do so for approximately $50 per month, depending on the provider.

FINDING

Best practices ratios for the human resources staff identify a staff ratio of 100 employees to one human resource employee. Recent advances in technology and automation have streamlined personnel operations to the point where acceptable staffing ratios have risen to between 150 and 200 employees per human resources staff.

With 453 employees including three human resources staff members, MCPS maintains a human resources staffing ratio of 165:1 using the executive director as .75 FTE. If the school division experiences significant growth beyond 500 total employees then additional staffing resources may become necessary or effective. Until that time, the present staff should be capable of performing essential human resources functions. When one considers individuals such as coaches, tutors, interns, and volunteers, the number rises to as many as 900 by some estimates. While this is important to recognize, traditional human resources staffing ratios are based on FTE count.

Exhibit 3-5
Sample Human Resources Customer Satisfaction Survey

QUALITY OF SERVICE

How satisfied are you with the quality of each of these services?

	N/A	1 (Least Satisfied)	2	3	4	5 (Most Satisfied)
Recruitment (Finding qualified personnel for job openings)	○	○	○	○	○	○
Selection (Choosing the proper candidate to fill job openings)	○	○	○	○	○	○
Retention (Retaining key employees)	○	○	○	○	○	○
Communication (Providing relevant information to employees in a timely manner)	○	○	○	○	○	○
Classification (Placing employees in the proper titles and pay grades)	○	○	○	○	○	○
Compensation (Ensuring employees are paid properly for their skills, talents, and contributions)	○	○	○	○	○	○
Employee Recognition (Acknowledgment of employee contributions and service)	○	○	○	○	○	○
Training (Making employees more productive through training activities)	○	○	○	○	○	○
Professional Development (Assisting employees obtain career goals through training and counseling)	○	○	○	○	○	○
Counseling (Helping employees with work-related and personal issues so that they can focus on work)	○	○	○	○	○	○
Career Planning (Assisting employees set professional goals)	○	○	○	○	○	○
Succession Planning (Preparing for planned turnover)	○	○	○	○	○	○
Performance Management (Assisting with employee evaluations)	○	○	○	○	○	○
Positive Work Environment (Keeping work conditions enjoyable and removing structural problems)	○	○	○	○	○	○
EEO (Keeping the workplace free from discriminatory practices and environment)	○	○	○	○	○	○
Attendance/Leave (Accurately recording employee leave)	○	○	○	○	○	○
Payroll and Benefit Processing (Ensuring employees receive compensation and benefits in a timely and accurate manner)	○	○	○	○	○	○
Other: (Please Specify)	○	○	○	○	○	○

GENERAL INTERACTIONS WITH HR STAFF

How satisfied are you with your interaction with Agency's HR staff?

	N/A	1 (Least Satisfied)	2	3	4	5 (Most Satisfied)
Handling confidential matters	○	○	○	○	○	○
Quality of advice from employees	○	○	○	○	○	○
Responsiveness to requests	○	○	○	○	○	○
Reliability of follow through to requests	○	○	○	○	○	○
Overall Professionalism	○	○	○	○	○	○
Ability to anticipate needs and prepare for the future	○	○	○	○	○	○
Ease of process use	○	○	○	○	○	○
Quantity of information available	○	○	○	○	○	○
Effective use of technology	○	○	○	○	○	○
Quality of information available	○	○	○	○	○	○
Knowledge of my work area's business and work issues	○	○	○	○	○	○
Customer responsiveness	○	○	○	○	○	○

Source: Created by Evergreen Solutions, 2009.

Once operations are normalized and the executive director is more consistently dividing her time, the human resources specialist should devote more attention to the technical and professional aspects of human resources operations. Functions currently performed by this individual (such as document management and personnel records maintenance) should be reassigned to the administrative associate as this is typically a more clerical duty.

RECOMMENDATION

Recommendation 3-7:

Redistribute work tasks to better align essential job functions with the internal hierarchy of the MCPS Human Resources Department.

In order to ensure the maximum effectiveness of the staff assigned to key human resources functions, the proper distribution of duties between the three individuals is important. Redistributing some responsibilities may result in more efficient workloads.

Additional classification analysis of these two individuals may reveal more functions that should be restructured. One sample distribution of duties is displayed below in **Exhibit 3-6**. Note that these are areas of primary responsibility and do not mean to limit cross-functionality or overflow assistance. This chart simply indicates which classifications are principally responsible for the core personnel functions.

Exhibit 3-6
Proposed Alignment of Human Resources Staff and Work
Responsibilities in Martinsville City Public Schools

Title	Work Responsibilities
Executive Director	Department Leadership and Direction Policy and Procedure Development Employee Relations Hiring Recruitment and Retention
Human Resources Specialist II	Compensation Management Classification Management Benefits Administration Performance Evaluation Professional Development
Administrative Associate	Clerical duties Certification Records Management Backup and overflow from Human Resources Specialist II

Source: Created by Evergreen Solutions, 2009.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director will require an estimated two to three hours to implement this recommendation.

FINDING

Until 2007-08, no budget existed for the human resources department. Monies were requested from the general fund on an as-needed basis and no budget accounting or tracking took place for the human resources department. At that time, the executive director of finance worked with the executive director of human resources to create a budget for the personnel operation showing where and how dollars were spent. For this reason, only two years of historical budget data exist. It would be inappropriate to make any judgments regarding how the human resources department is currently spending its human resources dollars based on the first two years of the department's budget history.

In order to illustrate the level of detail currently found in the human resources department's budget, the available budget data for the last two years are presented below in **Exhibit 3-7.** This was the first attempt by MCPS to establish a budget.

Exhibit 3-7
Historical Budget Data for Human Resources Department

	2007		2008	
Category	**Budgeted**	**Expended**	**Budgeted**	**Expended**
Contracted Services	$8,000	$3,321	$8,000	$6,792
Pre-Employment Screening	$15,000	$7,872	$15,000	$13,028
Recruiting	$17,000	$7,095	$17,000	$15,371
Physicals	$14,000	$8,440	$14,000	$8,527
PR	$18,000	$3,703	$18,000	$6,223
Materials & Supplies	$30,000	$23,452	$30,000	$16,686
In-Service	$59,500	$72,261	$59,500	$73,934
Subtotal	$161,500	$126,144	$161,500	$140,561
Salaries		**$147,804**		**$154,923**
Totals With Salaries		**$273,948**		**$295,484**

Source: MCPS Finance Office, 2009.

Typically, salaries account for approximately 80 percent of a department total budget. That is clearly not the case in the MCPS Human Resources Department. In 2008, the department paid salaries of $154,923 and spent a total of $295,484. This amounts to 52 percent of the total budget. This indicates that relative to best practices averages, the MCPS Human Resources Department is operating on a relatively lean budget. Even so, they are operating below their established budget which indicates that they are making the most of what resources they have been allotted. In 2008, the department had budgeted expenses exclusive of salaries of $140,561 out of an allotted $161,500. Stated another way, the human resources department spent just 87 percent of its non-salaried budgeted funds. This was an increase over the 78 percent of non-salaried budgeted funds in 2007.   In the future, MCPS recognizes that they will need to modify the budget to more reflect expenditures.

COMMENDATION

The MCPS Human Resources Department is commended for operating within a defined budget.

3.2   PERSONNEL POLICIES AND PROCEDURES

Clearly stated personnel policies and procedures are necessary for a number of reasons. Personnel policies and procedures help to clearly define expected behavior, delineate the consequences for violating these expectations, and detail the necessary steps for performing many critical tasks. Additionally, personnel policies and procedures serve as a reference point for employees and management, and are a critical component in combating arbitrary actions that can result in litigation.

Internal standard operating procedures can also assist new employees in learning the proper way to perform work tasks and reduce the level of uncertainty for employees.

FINDING

While personnel policies have been placed online and are easily accessed, they have not been integrated into a comprehensive employee handbook. Employee handbooks are important because they serve as a central reference point for all employees—in all departments and at every school—to look to for consistency in the application of the rules and the answers to common questions.

MCPS will benefit especially in this area because it was observed while on-site that departments (such as school nutrition services) maintain their own handbooks and employment documents (including classification descriptions) that are not directly overseen by the human resources department. As previously stated, in the long-term absence of a centralized personnel operation, various MCPS departments have adapted and created their own tools and processes for personnel functions.

If MCPS is to realize its goal of developing a centralized human resources department, an employee handbook is essential.

RECOMMENDATION

Recommendation 3-8:

Create an MCPS Employee Handbook that is easy to navigate, and distribute this manual to all employees.

Employee handbooks should be designed as a resource for all employees, with information they may need to refer to frequently in order to meet the terms and conditions of their employment. A typical school division employee handbook includes basic information about the division, such as a staff directory, welcome from the superintendent, addresses and locations of division offices and schools, general statistics about the division (e.g., enrollment for the past five years, number of employees, etc.), the division mission, and annual goals.

An example of the table of contents of an employee handbook for a school division is included in **Exhibit 3-8.** As depicted in the exhibit:

- **Section 1** includes general information about the school division and state education regulations impacting the division.

- **Section 2** provides brief descriptions of each department; this section helps direct employees to the appropriate staff member for specific questions and helps inform employees about programs and functions of each department/functional area.

- **Section 3** includes specific personnel policies and procedures.

- **Section 4** describes employee pay practices.

- **Section 5** discusses the employee benefits package.

The sample employee handbook shown in **Exhibit 3-8** may contain more information than an MCPS employee handbook would need. However, the categories included in the sample are important to include in an employee handbook.

The executive director should coordinate the creation of the employee handbook. This action should include generating some sections (e.g., personnel policies and procedures) and coordinating inclusion of others (e.g., staff directory, superintendent's welcome message).

Since many school divisions in Virginia and school districts across the country post their employee handbooks online, there are a multitude of sample documents available to division staff to use as templates.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division. However, the executive director and other human resources employees will need approximately 20 hours each to develop the employee handbook.

FINDING

The MCPS Human Resources Department lacks an internal standard operating procedures manual.

A procedures manual should document the steps that are used to perform critical department work tasks. The manual (also sometimes referred to as a desk manual) serves as a safeguard in the event that the department loses critical personnel and helps maintain institutional memory. Additionally, the manual serves as an important resource for new employees.

It is not surprising, given the relative age of the MCPS Human Resources Department, that such a document has not yet been developed; and through conversations with the executive director, this is another area where the division is aware of its shortcoming, and plans to develop this manual.

RECOMMENDATION

Recommendation 3-9:

Create an internal procedures manual for the MCPS Human Resources Department.

Exhibit 3-8
Sample Employee Handbook
Table of Contents

SECTION 1-- WELCOME TO LEON COUNTY SCHOOLS
The School Board of Leon County
School Board Meetings
Division Organizational Structure
Department Phone Numbers
Schools and Principals
Division Map
Strategic Plan
Goals
Florida System of School Improvement & Accountability
State Education Goals
Education Standards Commission
Employment Practices
Discrimination Policy Statement
Prohibition of Harassment of Employees
Code Of Conduct
Confidential Student Records Access
Clean Air Policy
Bloodborne Pathogens Control Plan
Hazardous Substances
Weapons or Firearms on School Property
Drug Free Workplace
Additional Division References
Clean Air Policy
Bloodborne Pathogens Control Plan
Hazardous Substances
Additional Reference Sources

SECTION 2--DEPARTMENTS AND SERVICES
Community Involvement Department
Early Childhood Education Program
Intervention Services
Staffing Services
Health Services
Safe Schools/Healthy Students Initiative
Exceptional Student Education/Student Services
Facilities Department
Food Services
Instructional Media Center
Technology Information Services
Student Services
Maintenance Department
Staff Development Department
Transportation Department
Planning & Policy Department
Employee Relations
Teaching & Learning
Finance Department
Purchasing
Risk Management
Minority Business Enterprise Office

SECTION 4--PAYROLL SERVICES
Calculation of Salary
Direct Deposit of Paychecks
Overtime Pay for Contracted Employees
Miscellaneous Payroll Deductions
Stop Payment Procedure for Payroll Checks
Uniform Allowances
Calculation of Salary
Direct Deposit of Paychecks

SECTION 3--POLICIES AND PROCEDURES
Accidents and Injuries at Work
Appointment Instructions for New Employees
Courier Mail Procedures and Guidelines
Employee Assistance
Wellness Program
Employee Recognition Programs
Leon County Blood Bank FIRN
Leaves of Absence
How to Determine Leave Accrual
Personnel Records
Reassignments
Recreational Discount Cards
Resignations
Retirement
Sick Leave Bank
Summer School Hiring
Suspension and Dismissal
Transfers
Travel Reimbursement Procedures
Unpaid Leave and Employee Benefits
Vacancy Advertisement
Worker's Compensation
Holidays
Liability Insurance
Unemployment Compensation
Social Security
Years of Experience Verification
Emergency Closing of Schools
Safety and Evacuation Procedures

SECTION 5--EMPLOYEE BENEFITS SUMMARY
General Notice
General Information
Health Savings Accounts
Health Reimbursement Arrangements.
Enrollment
COBRA
General Notice
General Information
Flexible Benefits Plan

Source: Leon County Public Schools, Florida, 2009.

The executive director should coordinate the compilation of the procedures manual. The manual should be arranged by topic and include the necessary steps to accomplish critical and frequently performed work tasks. The manual may not include all activities performed by the department since special projects frequently arise. However, it should include all tasks performed on a regular basis.

FISCAL IMPACT

This recommendation can be implemented with existing resources. However, the executive director and other human resources employees will need approximately 20 hours each to develop the internal procedures manual.

3.3   *PERSONNEL RECORDS*

The maintenance of complete and accurate personnel records is one of the most crucial responsibilities of a human resources department. Human resources personnel are relied upon to produce reports, generate personnel statistics, and ensure that the division maintains compliance with local, state, and federal regulations regarding personnel.

Personnel records is another area where the human resources department acknowledges many of its weaknesses. After a thorough review of existing documentation and a detailed understanding of the history of the division, the progress that has been made with regard to personnel records is commendable. Personnel records were stored in various locations depending on the department and school. Having them in a central location under a central authority is an important first step for the control of personnel records.

FINDING

MCPS does not have record destruction policies related to personnel records. The Virginia Public Records Act authorizes the Library of Virginia to issue retention schedules that Commonwealth agencies and localities must follow. The Library's Records Management and Imaging Services Division released *Records Retention and Disposition Schedules* that provide instructions and guidelines for maintaining and disposing of records.

Personnel records retention and disposition guidelines are provided in General Schedule No. 3, Human Resources/Personnel Records. Items referenced and their retention schedules in the guidelines include:

- *Attendance Records - retain as long as administratively required.*

- *Certification Records - retain three years after employee departure, then destroy.*

- *Employee Personnel File - retain 50 years after termination, then destroy.*

- *Exit Interview Files - retain three years, then destroy.*

- *Leave Records - retain three years or until audited, then destroy.*

- *Promotion/Demotion, Layoff, Termination, or Tenure Records - retain three years, then destroy.*

- *Verification of Employment Records – retain three years after request, and then destroy.*

The majority of MCPS personnel records impacted by records retention schedules are maintained by the human resources specialist.

RECOMMENDATION

Recommendation 3-10:

Develop and adhere to a records disposition policy for personnel records.

The executive director should draft a policy for adoption by the board related to personnel records disposition. The policy should adhere to Virginia Public Records Act. Further, the executive director should develop a plan to implement the policy. To provide accountability for personnel records management, the executive director should maintain responsibility for the disposition of records according to the prescribed policy schedule.

FISCAL IMPACT

This recommendation can be implemented with existing resources.   Developing and implementing a records disposition policy should require less than three hours of the executive director's time.

FINDING

Since they have been centrally located, MCPS has secured personnel files in locking cabinets. Additionally, a random selection of personnel files were reviewed and Evergreen Solutions was asked to keep the files themselves in the human resources specialist's office where they are stored, so that she could maintain custody and control over them at all times. This is a commendable practice.

COMMENDATION

MCPS is commended for maintaining the existing personnel files in locked cabinets and within the custody and control of the human resources specialist.

FINDING

MCPS is in the process of transitioning to electronic personnel files using recently purchased software, *Staff Files*. Personnel records are critical documents. They contain the history of all personnel-related activities, and serve as a critical line of defense against potential complaints and possible litigation. Given the importance of personnel records, the fragile nature of paper documents, and the reduced cost of electronic scanning devices, it is increasingly common for human resources departments to implement programs to scan personnel records and maintain

electronic filing systems. Electronic files can be kept both on-site (for desk-top access) and off-site (to serve as a critical back-up in the event of fire or other natural disaster).

Using the *Staff Files* software, the human resources department has begun this important task.

COMMENDATION

Martinsville City Public Schools is commended for starting to create electronic personnel files for all employees.

FINDING

Files which contain MCPS personnel records are very incomplete. As a component of this evaluation, a random sample of 14 personnel files was evaluated to assess their contents and completeness. A number of significant gaps were discovered where essential and legally significant information was missing from personnel files.

In the case of one department, documentation was discovered which included asking employees their "church preference" as a standard demographic question. These practices appear to have halted in recent years, but the fact that this information still remains in employee files needs to be addressed.

A breakdown of items in personnel files is displayed in **Exhibit 3-9**. Names were not collected as a part of this evaluation so specific file recommendations cannot be made in order to preserve privacy, but it is evident that a thorough review of the personnel files is necessary.

MCPS requires that all employees who have contact with students submit to background checks and fingerprint recording. As one can tell from the above chart, this practice is not being strictly adhered to, and if it is in fact being adhered to, no proof could be found in a number of the personnel files. While MCPS now strictly adheres to this policy, older personnel folders lack these data. For example, two school administrators, a cafeteria manager, a part-time bus driver, a custodian, and a facilities maintenance worker had no proof of background check present in their personnel file.

In essence, the personnel files show evidence of a long history of poor record keeping practices. While this is a clear historical weakness for MCPS, personnel records now being maintained by a central human resources department will alleviate these issues.

RECOMMENDATION

Recommendation 3-11:

Review personnel files and identify critical missing items.

Some items missing from personnel files are critical to protect the interests of the division, while other information is not mandatory. Those data related to public safety and the legal ability to perform one's duties (i.e. safety certifications, driver's licenses, background check verification, etc) must be prioritized, and others can be included in future files.

Exhibit 3-9
Personnel File Review
in Martinsville City Public Schools

Position Type	Personal Info	Drivers License	Benefits Info	Background Check Verification	Employment Application	Finger Prints	Correspondence	Proof of Training	Student Expectations Handbook Signature	Computer Use Agreement	Salary Notification/ Contract Signature	Certifications	Performance Evaluations
Substitute Teacher	X	X	X	X	X		X	X	X	X	X	X	X
Para-professional	X	X	X	X	X	X			X	X	X		X
Principal	X				X			X	X	X	X	X	
Department Director				X	X						X	X	
Cafeteria Worker	X	X		X	X	X					X		
Cafeteria Manager			X		X		X	X	X	X	X		X
Bus Driver (Part-Time)											X		
School Secretary	X	X		X	X	X	X		X	X	X		
Custodian							X	X	X	X	X		X
Student Support Services Personnel		X		X	X	X	X	X	X	X	X	X	
Department Director				X	X			X	X	X	X	X	X
Bus Driver (Full-Time)			X				X	X			X		
Facilities/ Maintenance	X						X		X	X	X		X
Principal	X				X		X	X	X	X	X	X	X

Source: Created by Evergreen Solutions, 2009.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It is estimated that the implementation of this recommendation will require about 25 hours of each employee's time in the human resources department.

3.4   *RECRUITMENT, HIRING AND RETENTION*

Employee recruitment, hiring, and retention are key functions for any human resources department. To be effective, any human resources department must be proactive, and implement an effective recruitment and retention plan.

The importance of effective recruitment, hiring, and retention practices are underscored in an educational environment, because of the undeniably direct way in which all employees directly impact student advancement. For this reason, as its first priority, the human resources department tackled the task of addressing these issues for teachers. In doing so, a number of programs and practices have been developed to address teacher needs. These efforts have been noted and Virginia's Governor recently called MCPS the "poster system for excellence" in the Commonwealth.

In essence, it is now time to apply these same methods and to other areas of the division, so that non-instructional employees may also experience the same level of success that has been found in instruction.

FINDING

The human resources department has developed a detailed recruitment plan. This document appears to have been written almost exclusively for the benefit of teachers and instructional personnel. This document is an excellent assessment of the current status of recruitment for hiring teachers. It outlines the growth of Internet recruiting, the importance of proper exposure for MCPS, macro-level recruiting trends and projections, and current economic conditions.

The recruitment plan, however, does not contain specific action or steps to be taken to put any central recruitment or retention plan in place or to check for effectiveness. At a minimum, the plan should be expanded to include recruitment and retention goals and recruitment targets.

COMMENDATION

Martinsville City Public Schools is commended for its progress to implement a recruitment plan for teachers.

RECOMMENDATION

Recommendation 3-12:

Expand the current recruitment plan to include essential recruitment goals, benchmarks, and action steps to achieve the benchmarks.

The revised recruitment plan could include the following sample goals:

- improve student achievement through qualified staff;
- provide a comprehensive support network for all students;
- consistently improve teacher performance and quality; and
- increase retention rates among teachers and staff.

The recruitment plan should also include information on which recruitment fairs will be targeted. A small list of possibly targeted fairs is shown below. It is not intended to be comprehensive, but to show an example of the level of specificity that should be included in a plan of this type.

- VASPA Conference
- Radford/Virginia Tech
- NC A&T University/Guilford College/NC Central University
- William & Mary University
- Hampton University
- James Madison University
- Virginia State University

In addition, specific advertising opportunities and venues should be identified that will comprise the list to which job openings are sent. A small sample list used by other Virginia school divisions is shown below:

- Local newspapers
- DOE web page
- *Richmond Times Dispatch*
- *Raleigh News & Observer*
- Teacher-teacher.com
- Career Builder.com
- University Career Centers

Considering the absence of a recruitment plan for non-instructional employees, the overall satisfaction levels for the division's recruitment efforts is surprisingly high when compared to peer divisions.

Exhibit 3-10 shows the administrator, principal and teacher response percentages for the MCPS recruiting function. Peer response percentages are also shown. Relatively low turnover rates in the division can partially explain these higher than average numbers, but they should not dissuade the division from formalizing a plan for the administration to follow in attracting and retaining the highest quality staff.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director will need about five hours to expand the recruitment plan as recommended.

Exhibit 3-10
Survey Responses on Personnel Recruitment in MCPS and Divisions/Districts
in Evergreen's Survey Database

Respondent Group	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Needs Major/ Some Improvement	Adequate/ Outstanding	Needs Major/ Some Improvement	Adequate/ Outstanding
Central Office Administrators	20.0%	80.0%	64.8%	23.2%
Principals	15.4%	76.9%	60.5%	33.9%
Teachers	16.7%	51.1%	34.3%	40.8%

Source: Evergreen Solutions Survey Results, 2009.

FINDING

MCPS has implemented several measures and incentives to assist in recruitment of teachers over the past three years. These efforts have resulted in over 40 qualified teachers being hired. Programs such as these will serve to attract teachers and other staff to the division who may have otherwise chosen to seek employment elsewhere.

These programs and incentives include:

- $10,000 signing bonus for teachers in high demand areas such as science and math;

- mentoring program for new teachers;

- tuition reimbursement for teachers seeking advanced degrees;

- additional compensation for teachers who are hired by MCPS with advanced degrees; and

- $10,000 is available as performance pay for math and science teachers who make Virginia accreditation by subgroup and whose department earns AYP.

These initiatives symbolize a commitment on the part of the MCPS leadership to attract energetic, qualified, and motivated teachers necessary to meet the division's instructional goals.

COMMENDATION

Martinsville City Public Schools is commended for implementing innovative recruitment incentive programs.

FINDING

MCPS does not track the success of its recruitment efforts. Since the division has not previously had a recruitment plan in place that included action steps and targeted goals, this is not surprising. Nonetheless, without collecting the relevant data, the division cannot conduct analysis of its overall recruiting efforts, including basic cost/benefits analysis.

The progress made in the educational outcomes of MCPS students would point to effective recruitment methods for instructional personnel, but this link is tenuous without data. Questions such as "Where did our most successful teachers come from?" or "Where did our shortest tenured maintenance staff come from?" are vital in determining the success of an overall effort.

RECOMMENDATION

Recommendation 3-13:

Collect data related to recruitment efforts, including advertisements, conferences, job fairs, and related outreach programs.

At a minimum, MCPS should collect information related to costs, employees successfully recruited, and the time required to fill each vacancy. This information will allow MCPS to examine the effectiveness of its efforts and adjust these efforts over time using data to drive decisions. It was evident that the executive director is keeping some track of where the most effective recruitment of teachers is taking place; however, these efforts are not being mirrored for other employees.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director will need about five hours to collect these data.

FINDING

MCPS does not maintain turnover statistics. A listing of employee separations was provided for the purposes of this study; however, it contained data organized only by school. Data regarding individual classifications or even departments were not available. With the exception of new teacher hires, the division does not currently organize or analyze turnover data in this way.

RECOMMENDATION

Recommendation 3-14:

Begin collecting more detailed employee turnover data in Martinsville City Public Schools.

Often times, the data necessary to generate a meaningful turnover analysis exist in various locations, even if the school division is not collecting it in a central report or analyzing it in any meaningful form. For example, the data provided in this study includes employee names. MCPS could easily compile basic demographic data pertaining to their functional area and begin to identify trends based on this information.

A turnover report can provide the division with the information it needs, at a glance, to make data-driven decisions designed to reduce turnover. Included in this report should be the results of exit interviews, years of service, years since last promotion, department location, classification title, location assignment, and reporting supervisor.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director will need about five hours per year to collect employee turnover data.

FINDING

During the current academic year, MCPS has implemented an online system to collect job applications. The advantages to this strategy are numerous, including:

- reduced administrative time and cost;
- expansion of the applicant pool;
- ease of collection and retention of applicant information;
- ease of distribution of application information to stakeholders; and
- simpler report generation through database queries.

This process has an added benefit of ensuring that all applications and hiring are processed through the human resources department before employment offers are made by department heads or principals. Channeling all applications through this online portal and maintaining a consistent process will help to ensure success.

COMMENDATION

Martinsville City Public Schools is commended for adopting a centralized online application system.

FINDING

MCPS has a detailed hiring process designed for licensed personnel. The hiring process document details the steps for hiring licensed employees in narrative form. As detailed as this process is, it is exclusive to licensed personnel. A process that has been refined to this degree can easily be adapted for other employees. After reviewing the process itself, none of the steps included are specific enough that they could not be applied to all MCPS employees.

In addition to the hiring process for licensed personnel, a slightly different hiring process document was provided for athletic coaches. The process, as explained in the document provided, is lengthier than that for licensed personnel; however, the steps themselves appear to be slightly simplified. It appears that the same basic steps occur regarding applications, interviews, and offers. The same forms appear to be used for this process as well, including the Applicant Reference Form and the Personnel Recommendation Form (also known as the Recommendation to Hire Form).   In both cases, the redundant processes seem unnecessary.

RECOMMENDATION

Recommendation 3-15:

Consolidate the hiring process into one uniform process for all employees in the division.

Creating consistency in the hiring process can achieve economies of scale and can lead to more efficient operations and easier transitions when new administrators are hired.

In order to better understand the hiring process and identify areas of commonality between the disparate procedure documents, Evergreen created a flow chart of the licensed personnel hiring process. This graphical representation is displayed in **Exhibit 3-11.**

The hiring process used for licensed personnel in MCPS is complex and contains many intermediate steps for approval and decisions which are symbolized in the process map by diamond shapes. In the future, this process should be simplified.

The process being used as diagramed in **Exhibit 3-11** above for teachers is apparently effective. MCPS hired 40 new qualified teachers in the first year following the arrival of the executive director using this process. In any case, the recommendation to consolidate hiring processes, despite the present complexity of the procedure used, is a valid recommendation that will alleviate administrative workload and cause fewer errors as personnel staff work through these unique and slightly different processes.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The implementation of this recommendation will require about three hours of the executive director's time.

3.5   *COMPENSATION AND CLASSIFICATION*

A well-constructed classification system organizes employees into proper job classifications according to the work performed. Classification systems must be regularly monitored because jobs often evolve due to changes in technology, job skills, and reorganization.

In order to attract and retain the best employees, school divisions must provide competitive salaries. Employee compensation includes both salaries and fringe benefits; divisions should focus on both to ensure that the total compensation package for employees is fair and competitive.

FINDING

MCPS classification descriptions do not exist for most positions do not exist.

As a component of this analysis, Evergreen was provided with current classification documents that exist in the form of job descriptions for each classification. In the overwhelming majority of cases, what was provided was a copy of a single-page job posting and not a true classification description document. Many key operations (such as information technology) had nothing to provide.

Exhibit 3-11
Licensed Personnel
Hiring Process Flow Chart
in Martinsville City Public Schools
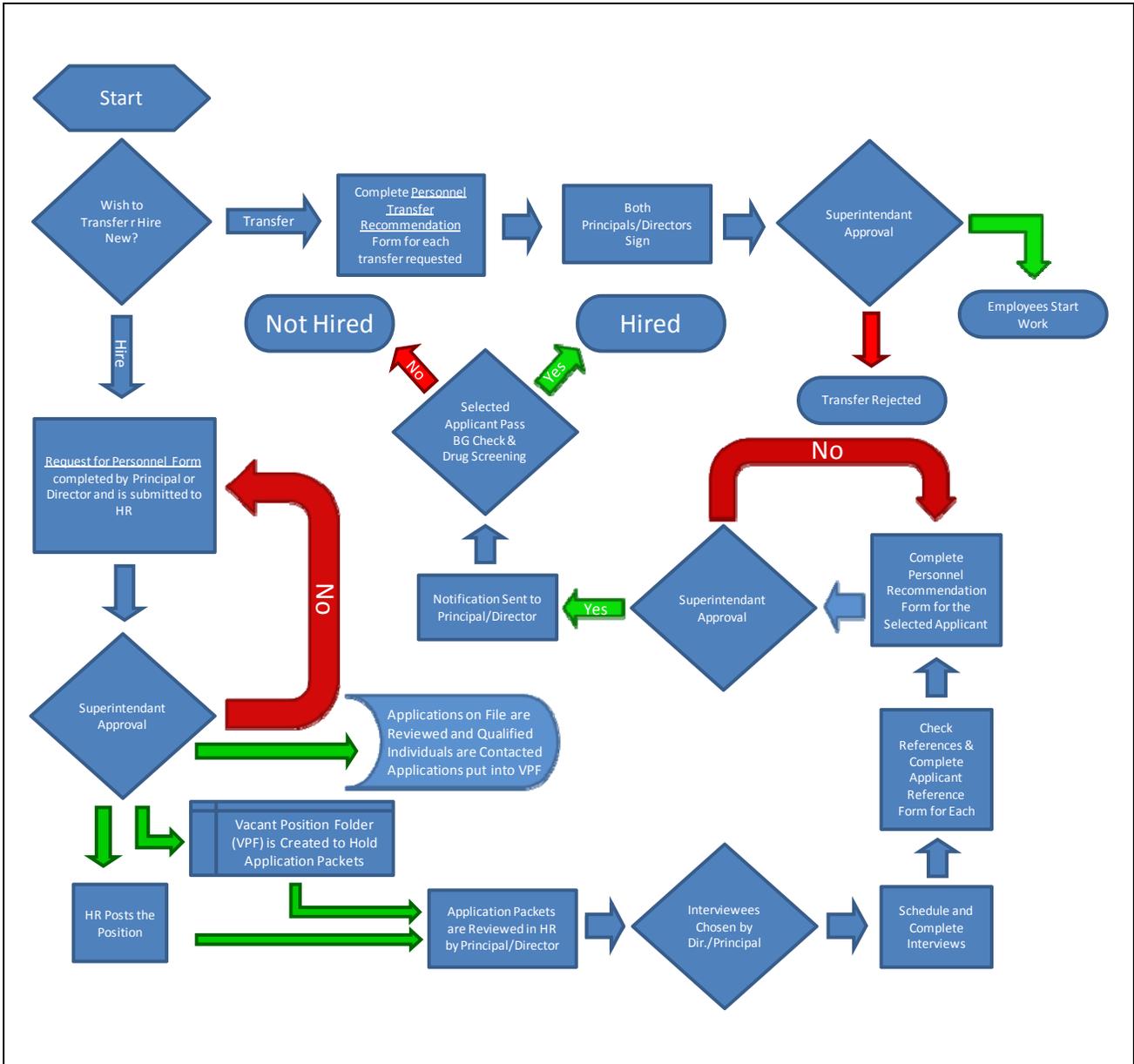
Source: Created by Evergreen Solutions based on MCPS Licensed Personnel Hiring Procedures, 2009.

Classification descriptions typically include:

- title;
- primary function;
- qualifications (education and experience);
- reporting relationship;
- essential job functions;
- terms of employment;
- FLSA status;
- ADA compliance-related physical requirements;
- pay grade; and
- date last revised.

RECOMMENDATION

Recommendation 3-16:

Develop a plan to systematically create new classification descriptions for every position present in the division using an established, centrally-controlled template.

The MCPS classification descriptions that do exist are in different formats and contain different levels of detail. Additionally, some departments are maintaining their own job descriptions outside the human resources department. Unofficial job descriptions were found to not contain most of the usual information found in a traditional classification description, and should be eliminated from use.

A sample of classification description template is included in **Exhibit 3-12**. These categories were generated by the Virginia School Boards Association, which provides sample classification descriptions for nearly 50 K-12 education job titles.

There are numerous cost-effective job description software programs that use templates to help organizations create legally sound and effective job descriptions.

The process of creating legally sound classification descriptions will often result in the discovery of new information that illustrates how jobs have changed over time. This process alone possesses unique opportunities to identify and rectify instances of internal inequity once the human resources department gains a more complete understanding and documentation of what work is actually being performed by the division employees.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The implementation of this recommendation will take considerable time on the part of the executive director and other senior managers. A minimum of 25 hours of the executive director's time and from 15 to 25 hours of each senior manager's time is estimated.

Exhibit 3-12
Sample Job Description Categories

SAMPLE SCHOOL DIVISION
JOB DESCRIPTION

Job Title:
Division:
Pay Grade/Step:
Reports to:
FLSA Status:
Prepared/Revised Date:
Approved By:
Approved Date:

General Statement of Job:

Essential Duties and Responsibilities: *(Other duties may be assigned)*

Supervisory Responsibilities:

Qualifications:

       Education and/or Experience
       Language Skills
       Mathematical Skills
       Reasoning Ability
       Certificates, Licenses, Registrations
       Physical Demands
       Work Environment

Terms of Employment:

Evaluation Criteria:

Source: Virginia School Boards Association, 2009.

FINDING

Even the most professionally developed classification descriptions become outdated over time. Currently, MCPS has no plan to review classification descriptions in a systematic and organized manner. The job posting documents which are serving as classification descriptions in the current system appear to have been sporadically updated as vacancies arose. The class descriptions for the division as a whole have never been implemented. In addition to missing possible changes in the duties performed, there is a very real possibility that some jobs have evolved to such an extent that they have become improperly designated according to FLSA regulations.

Major changes were made to the FLSA guidelines that were effective in August 2004. Although the division does maintain FLSA designations for each job classification, these designations may be incorrect if they are based on outdated data.

RECOMMENDATION

Recommendation 3-17:

Create and implement a plan to review classification descriptions on a regular basis.

Classification descriptions should be examined on a rotating three-year cycle. With a total of 60 classifications, this amounts to a very manageable annual workload of 20 classifications updated annually. As classification descriptions are revised, they should be examined against the revised FLSA guidelines to prevent violations of this federal law.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director or her designee will need about five to 10 hours per year to implement this recommendation.

FINDING

MCPS employees responding to Evergreen surveys indicated general satisfaction with compensation levels, not only for themselves, but also at the division level. **Exhibits 3-13 through 3-15** show the survey results related to employee compensation.

Exhibit 3-13
Central Office Administrator Responses to Compensation Survey Items
in MCPS and Divisions in Evergreen's Survey Database

Survey Statement	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Salary levels in the school division are competitive.	60.0%	40.0%	31.7%	51.2%
My salary level is adequate for my level of work and experience.	60.0%	40.0%	39.3%	41.3%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 3-14
Principal/Assistant Principal Responses to Compensation Survey Items
in MCPS and Divisions in Evergreen's Survey Database

Survey Statement	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Salary levels in the school division are competitive.	46.2%	38.5%	31.4%	41.4%
My salary level is adequate for my level of work and experience.	46.2%	46.2%	19.5%	50.4%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 3-15
Teacher Responses to Compensation Survey Items
in MCPS and Divisions in Evergreen's Survey Database

Survey Statement	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Salary levels in the school division are competitive.	42.3%	45.1%	32.5%	54.0%
My salary level is adequate for my level of work and experience.	34.5%	52.3%	29.5%	62.1%

Source: Evergreen Solutions Survey Results, 2009.

The survey responses show that MCPS employees have a predominantly positive outlook with regard to the fairness of their compensation as compared to their peers. It should be noted that among principals/assistant principals and teachers, fewer than half of respondents exhibited satisfaction with either their personal compensation or the compensation across the division as a whole. This result is not surprising considering that it is a common complaint among public sector employees. What is striking, however, is the difference between how MCPS ranks on these items compared to the same groups in peer divisions/districts. In each of the three groups (central office administrators, school administrators, and teachers) for both questions, a higher percentage of MCPS employees expressed satisfaction than did their peers. This indicates that, while compensation remains a concern of many employees, it is not likely the source of major retention issues.

The survey results listed above do have some validity, especially where principals are concerned. **Exhibit 3-16** shows a comparison of principal, teacher and teacher aide salaries for MCPS and the peer divisions of Danville, Franklin City, Hopewell, and Petersburg. The results show that principals in MCPS are paid approximately $1,900 less per year than the average of the group (a difference of negative 2.4 percent) while assistant principals are paid approximately $5,300 more than the average of the group (a difference of 8.3 percent). Teachers are paid just less than the average of the group, but by a larger amount ($2,267 or 5.6 percent). Teacher aides are compensated at a level just above average among this peer group ($$175 or 1.2 percent). These data are displayed in **Exhibit 3-17**.

Exhibit 3-16
Annual Position Salaries
2007-08 School Year

School Division	Average Principal Salary	Average Assistant Principal Salary	Average Teacher Salary	Average Teacher Aide Salary
Martinsville*	**$92,168.76**	**$64,506.00**	**$44,312.26**	**$16,141.37**
Danville	$75,991.60	$62,074.75	$44,190.51	$14,596.52
Franklin City	$85,632.92	$58,451.98	$44,774.11	$12,448.61
Hopewell	$83,673.10	$58,867.89	$44,686.63	$16,620.36
Petersburg	$75,928.57	$51,777.82	$40,797.22	$13,378.91
Average	**$82,678.99**	**$59,135.69**	**$43,752.15**	**$14,637.15**

Source: Virginia Department of Education, 2009.
*It should be noted that MCPS reports that the salary data submitted to the state in 2007-08 is in error. The recalculated salaries are as follows: average principal salary was 77,952.86; average assistant principal salary is correct; average teacher salary was 40,778.11; and average teacher aide salary was 14,749.45.

Exhibit 3-17
Annual Position Salary Differentiation
2007-08 School Year

Type of Position	Average MCPS Salary	Average Peer Salary	Dollar Difference	Percentage Difference
Principal	$77,952.86	$82,678.99	-$1,882.95	-2.4%
Teacher	$40,778.11	$43,752.15	$2,267.21	-5.6%
Teacher Aide	$14,749.45	$14,637.15	$174.68	1.2%

Source: Virginia Department of Education, 2009.

Although Evergreen did not conduct a full-scale market analysis, compensation issues do not appear to be of critical concern. From these data, it appears that compensation is not a critical area of weakness at this time.

RECOMMENDATION

Recommendation 3-18:

Develop and implement a plan to regularly evaluate the MCPS compensation position relative to a desired segment of the market.

It is evident from the data, in addition to anecdotal evidence gathered while on-site, that compensation is not a leading issue among MCPS employees. In order to preserve this desirable position, MCPS should develop a plan to periodically test its market position and make adjustments as necessary.

Elements of such a plan may include the following as a basic three-point outline:

- identify positions struggling with the highest turnover on an annual basis as benchmark positions;

- contact a small sample of local market peers and gather pay range as well as average actual salary data from them for the identified benchmark classifications; and

- inquire among the identified peers about movement in their respective pay plans to account for cost of living and make like adjustments to MCPS's pay plan.

Depending on the compensation philosophy of MCPS leadership, adjustments to the pay plans in place for MCPS can be made on an as-needed basis to maintain or obtain the desired market position.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The evaluation of the MCPS compensation position will require about 10 hours of the executive director's time.

3.6   PERFORMANCE ASSESSMENT

All employees should strive to meet their full work potential. Performance assessment is a critical component in helping employees meets their full potential. Regular assessment and feedback are necessary to help employees understand work expectations and map out a path towards continuous improvement. Employees that are not regularly evaluated often lack direction and, without evaluation and feedback, confusion often arises over the expectations that managers have for their employees.

Given the advances in instructional achievement for MCPS, teachers have been called to meet high performance goals. It is evident from conversations with the leaders in the division that not all employees are receiving the same level of attention with regard to the evaluation of their performance.

FINDING

Given the advances in web-based technology, an online performance evaluation system can be implemented easily and at virtually no cost. The advantages of an online evaluation system are:

- reduces administration time and cost;
- easily put in a searchable database format;
- ease of tracking missing evaluations;
- information can be aggregated or disaggregated by employee type and location; and
- data easily searched for trends in evaluations.

The MUNIS software platform for government operations includes a personnel suite that is not currently being used by the division. This system has the potential to maintain these files.

RECOMMENDATION

Recommendation 3-19:

Implement an online performance evaluation system in Martinsville City Public Schools.

An online performance evaluation system should be considered a priority. The advantages to moving to an automated system are apparent, and time should be made to implement this priority. One clear advantage of this system is that it can contain accountability measures to ensure that all employees are being treated equally with regard to the availability of performance management activities.

In conjunction with the division's existing plans to implement an online application process, an online evaluation process is important. Converting evaluation forms created in *Microsoft Word* into web-based forms tied to a simple employee database in the MUNIS system, can be accomplished with basic HTML, PHP, or similar programming skills.

FISCAL IMPACT

There is no fiscal impact for this recommendation.   The information technology staff, working with the executive director, can implement this recommendation. It is estimated that it will take about five hours of their time each.

FINDING

Performance evaluation forms for teachers are precisely following the Virginia Department of Education's guidelines developed in response to the Education and Accountability Quality Enhancement Act of 1999. Among the Act's key provisions are guidelines for school boards to include in their personnel evaluations for superintendents, administrators, and teachers.

Evaluation criteria for teachers include:

- planning and assessment;
- instruction;
- safety and learning environment;
- communication and community relations; and
- professionalism.

The fact that MCPS is now following these prescribed performance criteria is evidence of the division's commitment to the improvement of educational standards.

COMMENDATION

Martinsville City Public Schools is commended for adopting the Virginia Department of Education's evaluation criteria for teachers.

FINDING

Annual performance evaluations are not conducted for all MCPS employees. Administrative staff frequently stated that performance evaluations were sporadic for non-teaching personnel. This was confirmed upon reviewing a random selection of personnel files. Seven of the 14 personnel files audited did not contain any evidence of past evaluations. Consistent with MCPS policy, teachers receive full evaluations on a rotating two-year cycle, with new teachers evaluated on a more regular basis.

The executive director was candid in sharing that the majority of the efforts expanded in improving human resources operations has been focused on teachers and the quality of instructional personnel in the division. This is a commendable, however, in time equal effort must be given to establishing the same high quality procedures for administrators and support staff.

Teachers, central office administrators, and school administrators were asked their opinion of the quality of evaluations received. It is no surprise that teachers and principals expressed

significantly higher levels of satisfaction with these efforts than the central office as displayed in **Exhibit 3-18**.

Exhibit 3-18
Survey Responses for Quality of Personnel Evaluations
in MCPS and Divisions in Evergreen's Survey Database

	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
Respondent Group	**Need Major/Some Improvement**	**Adequate/ Outstanding**	**Need Major/Some Improvement**	**Adequate/ Outstanding**
Teachers	13.8%	72.4%	37.2%	53.1%
Principals	15.4%	76.9%	40.7%	34.8%
Central Office Administrators	60.0%	40.0%	61.0%	19.2%

Source: Evergreen Solutions Survey Results, 2009.

Again, it is somewhat unclear whether the principals are referring to evaluations they receive or evaluations they perform. The data do indicate that teachers and principals have higher opinions of personnel evaluations than those in peer divisions. This is an encouraging and positive statistic for MCPS, but it also shows that improvements are needed for non-teacher evaluations.

RECOMMENDATION

Recommendation 3-20:

Develop a consistent non-teacher evaluation form and scoring methodology.

Evaluation forms can easily take a consistent format while maintaining custom performance criteria. Once again, the executive director and personnel staff is aware of the outdated nature of the non-teacher evaluation forms and have acknowledged that improvements are needed.

When adapting the teacher template to non-instructional personnel, some changes may be necessary. Currently on the teacher form, performance areas are classified by "domain" and these domains translate well to performance "competencies" for non-instructional personnel. Performance competencies can be prescribed at various levels of the organization which allows the forms to be tailored to whatever degree the division desires. Competencies can be developed for the division as a whole, the department where the employee works, and even to the classification level. Doing this will address one of the primary complaints observed in public performance management systems, that is, the forms are too generic and feel impersonal to employees being evaluated.

In addition, these competencies must be scored. The present teacher evaluation form is based on observation and narrative rather than a numerical score. While this process works well for teachers, other employees are typically more accustomed to receiving scored evaluations. Developing a meaningful score matrix will be essential. Defining levels of performance explicitly will allow supervisors and evaluators to rely on specific definitions of success rather than on their own perceptions and opinions of the difference between "high performance" and "average performance," for example.

An example of a four-point scoring matrix for a performance management system is displayed in **Exhibit 3-19.**

Exhibit 3-19
Sample Performance Management Scoring Matrix

SAMPLE

(4 Points) EXCEEDS EXPECTATIONS (EE): Performance consistently exceeds the requirements of the position. Performance is regularly of an unusually high quality.

(3 Points) MEETS EXPECTATIONS (ME): Performance completely meets the requirements of the position. Indicates that all assignments and objectives have been met. All core competencies were performed according to the requirements of the position.

(2 Points) NEEDS FURTHER DEVELOPMENT (ND): Performance either does not meet or partially meets some but not all expectations. Further improvement is required for successful performance of the area in question.

(1 Point) IMPROVEMENT EXPECTED (IE): Performance does not meet most expectations. If the employee does not improve before the next quarterly review, employment may be terminated.

Half points may be awarded to indicate a level of performance that falls between two of these prescribed levels. Possible scores for any competency include 1, 1.5, 2, 2.5, 3, 3.5 and 4.

Source: Created by Evergreen Solutions, 2009.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director, working the other senior managers, will require about five hours to create and implement the revised evaluation form.

FINDING

Supervisors and managers at MCPS are not provided with adequate training in performance evaluation. During a review of training opportunities, no evidence was found that such training exists. Circumstantial evidence of this lack of training can be seen in the relatively generic nature of the evaluations that are presently used. This is not true in the case of teachers being evaluated by principals; however, other types of employees were shown to have relatively low quality evaluations in their personnel files. Most contained no open response feedback nor descriptive language dealing with specific performance criteria, areas of improvement, or recognition of positive performance.

A lack of confidence in one's ability to fairly conduct an effective evaluation may be leading to the inconsistent administration of the evaluations. It is unreasonable to expect managers to effectively conduct performance evaluations without providing them training and instruction. More and more organizations are beginning to view evaluation of performance as a skill that must be developed and nurtured over time for supervisors, much like any other technical or professional skill.

Many, if not most supervisors conducting performance evaluations, are not life-long managers. Many have been promoted from within and have no formal training. Therefore, the division must supplement their practical experience with specific training to develop these skills.

RECOMMENDATION

Recommendation 3-21:

Implement mandatory training in performance evaluation for MCPS supervisors and managers.

The MCPS Superintendent should require supervisors and managers to participate in performance evaluation training. Training can be provided by a member of the MCPS Human Resources Department. Training should include, at minimum, the following topics:

- an introduction to the purpose and value of performance evaluation;

- a review of the performance evaluation documents;

- instruction on how to score employee reviews;

- instruction on how to include performance goals in the evaluation process; and

- information on how to use the performance evaluation process as part of a continuing improvement process.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Senior managers and supervisors will require no more than one to two hours of training.

FINDING

MCPS maintains a number of employee recognition programs and events designed to recognize and reward successful employees. Public organizations seeking to improve and maintain high levels of employee satisfaction will enact such programs to improve and preserve morale.

Recognition programs include:

- Above and Beyond Award
- Teacher Appreciation Banquet
- State Teacher of the Year program participation
- plaques for teachers who presented at conferences
- Teacher & Staff Appreciation Week gift baskets
- signing bonuses for new employees
- performance pay for teachers based on SOL scores and additional pay for additional levels of credentials
- tuition reimbursement according to funding availability

There are also a number of informal activities being done which will impact the retention of employees (such as maintaining competitive salaries compared to peer school divisions and offering cutting-edge benefits options for healthcare insurance, such as the health savings accounts).

COMMENDATION

MCPS is commended for initiating a number of recognition programs designed to reward and recognize high performance by employees.

3.7   *PROFESSIONAL DEVELOPMENT*

To comply with state and federal laws and to maintain a high-quality and effective workforce, a school division must ensure the appropriate licensing of professional staff and a well-planned professional development program tied to the goals and objectives of the division.

FINDING

Until four years ago, no programs or plans existed to ensure effective professional development activities for MCPS instructional personnel. At that time, the executive director and division staff went through a process of examining teacher files and discovered that professional development standards had been inconsistently kept over the years. No formal record existed of who was and was not a qualified or certified teacher, and some teachers were teaching without appropriate certificates. In the first year following this process, 40 new qualified teachers were hired and the formal process began in the human resources department of improving the personnel files of instructional staff.

Since that time, the division has developed and implemented tracking and record keeping practices associated with teacher qualifications.

COMMENDATION

Martinsville City Public Schools is commended for making tremendous progress in the selection and retention of qualified teachers.

FINDING

MCPS maintains a very generous tuition reimbursement and assistance program. According to the VEA survey of school divisions, it is the most generous in the Commonwealth.

MCPS will pay either in advance or as a reimbursement, 100 percent of tuition costs (excluding fees or the cost of books) for up to six credit hours annually toward earning an advanced degree. The employee must complete a simple Request for Tuition Assistance Form and submit a letter from the college or university stating that they have been accepted into the desired degree program. In order to ensure that these funds are most effectively used, MCPS requires that employees present proof of a passing grade. If a passing grade is not earned, reimbursement from the employee is sought.

In addition, the program serves as an effective retention tool as it requires employees who participate in the program to remain employees of the division for one year beyond the semester in which courses are taken. This is a dynamic and forward thinking way of handling such a valuable benefit.

Such programs have historically shown an ability to improve retention of qualified personnel, particularly those with a desire to see their careers grow as they obtain additional education. This is an important benefit that promotes continuing education and lifelong learning.

COMMENDATION

Martinsville City Public Schools is commended for maintaining a robust tuition reimbursement benefit and maximizing its impact on the retention of quality employees.

FINDING

MCPS conducts an annual Leadership Team retreat. MCPS uses a combination of self-guided exercises lead by division personnel as well as experts from respective fields, universities, and other organizations to provide specific topics of discussion and learning. For example, the agenda from the July, 28 2009 retreat included a four-hour session pertaining to diversity conducted by a North Carolina A & T University professor.

The existence of these sessions indicates that the superintendent, assistant superintendent for instruction, and human resources director value continuing education and are providing high-quality opportunities for learning.

An added benefit of such retreats for MCPS is that of knowledge transfer among the existing Leadership Team. Affording administrators and teachers the opportunity to gather and discuss the various strategies they are utilizing and their effectiveness will allow for significant cross-pollination of ideas that would be less likely, otherwise.

COMMENDATION

MCPS is commended for conducting regular Leadership Team retreats.

FINDING

In addition to high quality instruction in general areas of instruction and leadership, MCPS is making efforts to provide professional development opportunities that are relevant to the environment in which the division is providing services. Specifically a course titled *A Synthesis of Research on What Works In High-Performing/High Poverty Schools*. This curriculum comes in three parts—one each for elementary and secondary education, school division, and community leaders.

This curriculum outlines effective methods and programs designed to address the unique needs of higher poverty environments that will facilitate maximum student achievement.   MCPS has undertaken bold and effective steps in improving the skills and abilities of its teachers and administrative staff in ways that directly impact their daily activities.

COMMENDATION

MCPS provides pertinent and relevant professional development opportunities.

FINDING

Administrators, principals, and teachers are satisfied with the quality of professional development opportunities afforded. **Exhibits 3-20, 21, and 22** show the survey responses collected by Evergreen related to the quality of professional development opportunities for teachers and school administrators and the comparison of these response rates for divisions in Evergreen's survey database.

As shown in **Exhibit 3-20**, central office administrators and principals are generally satisfied with the quality of professional development opportunities afforded to teachers. Teachers themselves are equally favorable in their own assessment. For each respondent category, the percentage of respondents that are satisfied with teacher professional development opportunities are right in line with peer divisions.

For the survey item related to professional development for school administrators (**Exhibit 3-21**), administrators and principals provide responses that are generally favorable. Over half of teachers have no opinion. Interestingly, principals are generally more positive than are their peers in other divisions.

Exhibit 3-20
Survey Responses for Teacher Professional Development
in MCPS and Divisions in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
There are not enough high quality professional development opportunities for teachers.				
Central Office Administrators	10.0%	70.0%	12.6%	74.2%
Principals	23.1%	69.2%	15.5%	64.3%
Teachers	16.2%	60.1%	26.1%	57.4%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 3-21
Survey Responses for Administrator Professional Development
in MCPS and Divisions in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
There are not enough high quality professional development opportunities for school administrators.				
Central Office Administrators	20.0%	60.0%	24.5%	70.3%
Principals	23.1%	69.2%	56.4%	33.1%
Teachers	9.8%	34.5%	11.6%	30.3%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 3-22 shows overall satisfaction percentages regarding professional development. The responses were provided by MCPS administrators, principals, and teachers, and are higher than to the response rates of their counterparts in peer divisions.

Exhibit 3-22
Survey Responses Concerning Professional Development
in MCPS and Divisions in Evergreen's Survey Database

Respondent Group	Martinsville City Public Schools		Comparison Divisions in Evergreen's Survey Database	
	Needs Major/ Some Improvement	**Adequate/ Outstanding**	**Needs Major/ Some Improvement**	**Adequate/ Outstanding**
Central Office Administrators	0.0%	100.0%	64.3%	25.9%
Principals	0.0%	92.3%	55.1%	42.0%
Teachers	19.1%	71.1%	42.7%	51.6%

Source: Evergreen Solutions Survey Results, 2009.

Remarkably, nearly all (92.3 percent) of all principals rate the division's professional development opportunities as *adequate* or *outstanding*. By comparison, only 42 percent of principals in peer divisions rate these activities the same. This perception of strength holds steady across the entire division with 100 percent of central office administrators and 71.1 percent of teachers in MCPS rating the professional development activities of the division as *adequate or outstanding.*

The results of the survey, coupled with the recently documented instructional gains present in MCPS, clearly indicate that the efforts being pursued in the area of professional development are working.

COMMENDATION

MCPS is commended for its exemplary professional development efforts.

FINDING

Professional development, however, extends beyond just teachers. Naturally the prime directive of a school division is to provide quality instruction for teachers. In addition to this, there are hundreds of support staff members who are working in their areas of expertise to support the operations of the division. Planning for their professional development is also essential to long-term success. Prioritizing non-instructional professional development should be a goal of the division.

RECOMMENDATION

Recommendation 3-22:

Develop a professional development plan to address the needs of non-instructional personnel.

The executive director should work with leaders from non-instructional areas of the division to assess current offerings and develop a cohesive plan for enabling employees at all levels to meet their professional goals. Training opportunities to consider include management skills training, technology education, and mentor programs such as those available for teachers.

The goal of professional development is to improve an individual's overall value to an organization through continuing education, as well as adding to the diversity of their abilities. MCPS has done extraordinarily well at this with regard to their teachers, and similar efforts should be expected to yield similar rewards for non-instructional employees as well.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director will need about five hours to develop this professional development plan for non-instructional employees.

FINDING

MCPS uses an automated, online reporting tool for entering and tracking professional development hours for teachers.

The executive director developed online forms on the division's web site for teachers to use to apply for recertification points based on courses attended. The administrative associate then processes these requests and uses a program called *Staff Files* to generate reports to determine which teachers have upcoming due dates for certification renewal.

The new system being used is a dramatic improvement over prior efforts. *Staff Files* allows human resources staff to send reminder notices to teachers who are nearing their due date for recertification, and the system informs the human resources department when hours have been entered. On the whole, this is an extremely effective method which is indicative of the progressive views of the administration towards human resources. Once again, MCPS is aware of its weaknesses and facilitating improvements.

COMMENDATION

MCPS is commended for improving the process by which teacher recertification hours are tracked and maintained.

CHAPTER 4:
FINANCIAL MANAGEMENT

Chapter 4

FINANCIAL MANAGEMENT

This chapter addresses the business and financial management functions of Martinsville City Public Schools (MCPS) and includes five major sections:

4.1	Organizational Management and Staffing
4.2	Financial Management
4.3	Financial Performance
4.4	Planning and Budgeting
4.5	Activity Funds

In the current environment of scarce fiscal resources, an effective system of accountability for business operations management is imperative for a school division to meet student needs and community expectations. A credible school division's accountability system includes budgets supporting the division's goals and objectives, comprehensive and transparent financial reporting, and dependable asset management. Such an accountability system helps to ensure confidence in, and support for, the division's use of public funds.

School boards, superintendents, business managers, encumbrance clerks, treasurers, auditors and other parties with responsibilities for school budgets and the administration of school division funds must be familiar with these policies and procedures. A division's annual audited financial statements must include all necessary financial information and related disclosures as prescribed.

The Evergreen Review Team conducted interviews, surveys, and an analysis of the business and financial functions in Martinsville City Public Schools. Evergreen's review included an analysis of the division's policies and procedures, audited financial statements, budgets, and financial accounting and control systems. Federal, state, and local laws, rules, and regulations were used in evaluating the MCPS business and financial operation.

Exhibit 4-1 shows MCPS and its peer division local composite indices for 2006-08 and for 2008-10. The local composite index is an indicator of ability to pay. In 2006-08, MCPS ranked second lowest among its peer divisions for local composite index and was lower than the peer division average of .2511. In 2008-10, the composite index of local ability to pay ranks MCPS at third lowest among its peer divisions and lower than the division average of .2315. The local composite index is capped at .8000 by Commonwealth law to ensure that no locality is required to pay more than 80 percent of Standards of Quality costs.

Exhibit 4-2 shows an analysis of revenue for Martinsville City Public Schools in relation to the peer school divisions. For each division, the revenue is shown in percentages for federal funds, state funds, local funds, and other funds. As can be seen, MCPS ranks second highest (tied with Hopewell) in percentage of revenue from local sources when compared to other peer divisions. MCPS ranks second highest among its peers in federal funding and among the lowest in state funding. MCPS ranks among the highest in percentage of revenue from other fund sources.

Exhibit 4-1
Local Composite Index
2006-2008 School Years and 2008-2010 School Years

School Division	2006-08	2008-10
Martinsville	**0.2470**	**0.2249**
Danville	0.2655	0.2394
Franklin City	0.2728	0.2686
Hopewell	0.2515	0.2236
Petersburg	0.2188	0.2008
Average	**0.2511**	**0.2315**

Source: Virginia Department of Education, 2009.
http://www.doe.virginia.gov/VDOE/Finance/Budget/2006-2008CompositeIndex.pdf
http://www.doe.virginia.gov/VDOE/Finance/Budget/2008-2010CompositeIndex.pdf

Exhibit 4-2
Revenues by Fund Source by Division
Fiscal Year 2008

School Division	Percent Federal Funds	Percent State Funds	Percent Local Funds	Percent Other Funds
Martinsville	**12%**	**50%**	**28%**	**10%**
Danville	11%	50%	29%	10%
Franklin City	11%	50%	32%	7%
Hopewell	10%	54%	28%	8%
Petersburg	13%	59%	19%	9%
Average	**11%**	**52%**	**27%**	**9%**

Source: Virginia Department of Education, 2009.

Exhibit 4-3 shows the funding history for Martinsville City Public Schools. As can be seen, the percentage of funding from the state has continued to rise, while the percentage from other sources is somewhat stable.

Exhibits 4-4, **4-5**, and **4-6** provide survey results for central office administrators, school administrators and teachers compared to employees in peer school divisions. As can be seen, the greatest disparity between MCPS employees and employees in peer school divisions is for central office administrators where MCPS administrators were significantly higher.

Exhibit 4-3
MCPS Funding History

	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10
■ Budget	$19,605,615	$19,511,820	$20,362,142	$21,270,957	$23,002,408	$23,036,296	$24,625,866	$23,525,866
■ Direct Aid	$11,413,910	$11,823,965	$13,229,535	$13,853,157	$15,795,635	$15,265,976	$16,873,585	$15,773,585
□ Other Sources	$591,659	$604,064	$752,358	$744,669	$659,642	$1,066,069	$1,013,030	$1,013,030
□ Local Effort	$7,600,046	$7,083,791	$6,380,249	$6,673,131	$6,547,131	$6,704,251	$6,739,251	$6,739,251
■ State %	58%	61%	65%	65%	69%	66%	69%	67%
□ Other %	3%	3%	4%	4%	3%	5%	4%	4%
■ Local %	39%	36%	31%	31%	28%	29%	27%	29%

Source: MCPS Proposed 2009-10 Budget Preparation, February 2009.

Exhibit 4-4
Evergreen Survey Results for Financial Operations
MCPS Central Office Administrators and Central Office Administrators
in Evergreen's Survey Database

	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
Survey Statement	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**
Site-based budgeting is used effectively to extend the involvement of principals and teachers.	80.0%	0.0%	48.6%	19.1%
Campus administrators are well trained in fiscal management techniques.	50.0%	0.0%	46.4%	17.1%
Funds are managed wisely to support education in the school division.	100.0%	0.0%	80.7%	8.4%
The division's financial reports are easy to understand and read.	80.0%	10.0%	41.9%	17.6%
Campus and program administrators have sufficient access to the financial data they need.	90.0%	0.0%	81.5%	2.8%
Financial reports are made available to community members when asked.	80.0%	0.0%	69.3%	2.1%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 4-5
Evergreen Survey Results for Financial Operations
MCPS School Administrators and School Administrators
in Evergreen's Survey Database

Survey Statement	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Site-based budgeting is used effectively to extend the involvement of principals and teachers.	76.9%	7.7%	68.4%	15.4%
Campus administrators are well trained in fiscal management techniques.	61.5%	23.1%	63.3%	25.8%
Funds are managed wisely to support education in the school division.	84.6%	7.7%	60.9%	15.9%
The division's financial reports are easy to understand and read.	76.9%	7.7%	46.5%	16.0%
Campus and program administrators have sufficient access to the financial data they need.	76.9%	7.7%	73.0%	5.7%
Financial reports are made available to community members when asked.	53.8%	0.0%	67.4%	0.0%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 4-6
Evergreen Survey Results for Financial Operations
MCPS Teachers and Teachers in Evergreen's Survey Database

Survey Statement	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Site-based budgeting is used effectively to extend the involvement of principals and teachers.	45.0%	7.0%	44.8%	25.5%
Campus administrators are well trained in fiscal management techniques.	41.8%	2.9%	48.1%	7.6%
Funds are managed wisely to support education in the school division.	56.5%	7.1%	41.7%	25.4%
The division's financial reports are easy to understand and read.	31.2%	6.5%	25.7%	16.2%
Campus and program administrators have sufficient access to the financial data they need.	36.3%	2.3%	38.1%	5.1%
Financial reports are made available to community members when asked.	33.9%	1.8%	35.7%	2.7%

Source: Evergreen Solutions Survey Results, 2009.

CHAPTER SUMMARY

The financial management functions for Martinsville City Public Schools are performed under the leadership of the executive director of finance and development. The superintendent with support of the executive director of finance and development has primary responsibility for preparation of the division's budget. Martinsville City Government and MCPS have established a solid working relationship as it relates to financial operations. Evergreen's review of interagency functions and financial processes indicates a cooperative, collaborative relationship.

In addition to its positive interagency relationship, the division is commended for wisely managing funds to support education. Since the arrival of the executive director of finance and development, several improvements have been made including:

- Procedures for communicating budget and payroll relevant items are in place. Forms were developed to ensure communication.

- All sites were provided electronic accounting software for student activity funds. Bookkeepers were trained.

- Budget line items are being generated to separate data for transparency.

- In 2008-09, department budgets were created; MCPS now has two year trends available.

- MCPS has generated tracking and accounting documents for all aspects and functions of the endowment.

- Tools, typically spreadsheets, have been developed for most areas of the budget.

Commendations in this chapter include:

- The MCPS Executive Director of Finance and development has made numerous improvements in financial management in Martinsville City Public Schools.

- MCPS is commended for its efforts to solicit internal and external stakeholder input into the budget process.

Recommendations in this chapter are intended to strengthen certain existing division processes and practices in finance, and to provide guidance for the establishment of others. Primary recommendations are:

- Improve management of human resources relative to finance functions through development of job descriptions, training opportunities, and an annual performance evaluation.

- Identify critical financial processes and increase cross training between employees.

- Develop and implement a comprehensive procedures manual and supporting desk procedures for the business and financial transactions in Martinsville City Public Schools.

- Strengthen internal controls over MCPS assets.

- Develop and provide to the superintendent and school board sufficiently detailed monthly reports that clearly set forth the financial position of the school division.

- Prepare a user-friendly budget document.

- Compile and analyze long-term trend data for the budget presentation.

- Develop and implement a comprehensive school activity funds manual.

4.1   *ORGANIZATIONAL MANAGEMENT AND STAFFING*

A school division needs to have a well-established human resource system relative to its business functions, including current job descriptions, consistent training, and a system of personnel evaluation. Such human resource management functions are essential to help ensure a consistent and effective work force.

FINDING

Since the arrival of the executive director of finance and development in July 2007, numerous improvements have been made to ensure financial accountability in Martinsville City Public Schools. These positive changes include, but are not limited to the following:

- Procedures and forms for communicating budget and payroll information are now in place.

- Tools and spreadsheets have been developed to track each area of the budget.

- An excellent working relationship has been developed with the Martinsville City Finance Office. In previous years, the city had multiple concerns with non-compliance of finance procedures in MCPS.

- Previously, facilities use and income had not been tracked. In 2009, an income tracking tool was developed and implemented.

- Prior to 2009, formal bookkeeper training was non-existent; annual bookkeeper training has now been implemented.

- In the past, general revenues were not formally tracked. A form has been created to drive the review of receipts, deposits and the collaboration of resources. These are reviewed monthly by the executive director of finance and development.

COMMENDATION

The MCPS Executive Director of Finance and Development has made numerous improvements in financial management in Martinsville City Public Schools.

FINDING

Financial management and accountability in Martinsville City Public Schools are performed primarily by the executive director of finance and development in the central office with assistance from finance analysts. In addition to financial management, finance employees are responsible for other financial functions— such as the division budgets, disbursements, and activity funds. In addition, one budget specialist is responsible for food service transactions. Disbursements are approved and processed at the Martinsville City Finance Office.

Exhibit 4-7 shows the organizational structure of the MCPS Finance Department.

Exhibit 4-7
MCPS Finance Department
Organizational Chart
2009-10 School Year
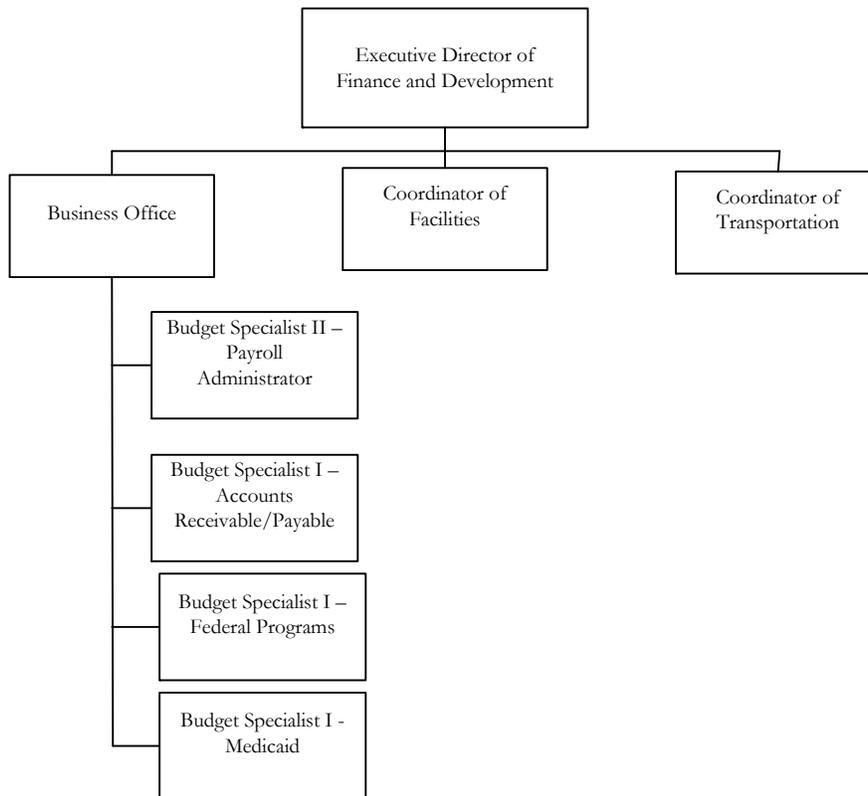
Source: MCPS Finance Department, 2009.

The positions represented in the organizational chart consist of both long-term and new employees. Training, whether for existing or new employees, is essential for consistently applied board policies and performance with accepted and expected standards. Considering the size of MCPS with positions responsible for multiple functions, it is important that the division establish a clear delineation of duties and responsibilities for all positions to ensure accountability.

The executive director of finance and development is aware of several administrative improvements which must take place to ensure greater accountability and to provide a framework for ongoing monitoring.

RECOMMENDATION

Recommendation 4-1:

Improve the management of human resources relative to finance functions through the development of job descriptions, training opportunities, and an annual performance evaluation of employees in the MCPS Finance Office.

Creating current comprehensive job descriptions will not only provide guidance for existing and new employees, but will also help provide a framework for monitoring and evaluation. Ongoing and consistent training is important to help ensure the consistency, accuracy, and appropriateness of transactions.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It is estimated that a minimum of 25 hours of the executive director's time will be needed to implement this recommendation. In addition, financial staff will need a minimum of three to five hours of training annually.

FINDING

Some MCPS finance employees have not been cross trained to perform certain critical functions. Finance employees who perform similar functions 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 to ensure that processes can continue uninterrupted when key employees are out or leave the school 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. When only one individual is fully trained and knowledgeable in a critical process, a school division increases its vulnerability if that individual is unavailable or leaves.

In addition to providing the 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 employees stimulated and reduce worker boredom.

Cross training is important because it provides benefits that:

- give employees more variety in their work;

- improve team work in each department;

- increase employee awareness of co-worker responsibilities and of the effort required for smooth work flow;

- assist in eliminating unhealthy competition; and

- serve as an "alarm bell" to employees who have become complacent or lethargic in their job assignments.

The most effective cross training is both vertical and horizontal; supervisors cross train into jobs of other supervisors as well as into lower-level jobs. Effective cross training is carefully planned so that all employees accept and promote the concept. Some divisions create a yearly master plan that details who is going to be cross trained and when. This plan gives employees sufficient time to prepare for this task.   Other divisions have developed desk procedures to enable trained employees to outline responsibilities (also see **Recommendation 4-3**).

Effective school divisions develop procedures that identify critical processes and provide for cross training which ensures that knowledgeable staff is available to assist when primary support personnel are unavailable. The executive director of finance and development is aware of the importance of cross training budget specialists, and has initiated efforts to implement this training.

RECOMMENDATION

Recommendation 4-2:

Identify critical financial processes and ensure that employers are cross trained for each financial operation.

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. Identifying critical processes, identifying the most qualified employees to act as a back-up, and putting them through the training regimen, will help ensure that critical processes can be performed uninterrupted.

Cross training of employees should include the policies and procedures for each critical function. At a minimum, the areas for cross training should include:

- budget policies and procedures;
- payroll policies and procedures;
- accounts payable policies and procedures;
- school-level financial fund policies and procedures;
- procedures governing approvals for disbursements;
- procedures for cash receipts and travel reimbursements;
- procedures and policies for bank reconciliations for activity funds;
- procedures and controls for safeguarding the division's assets; and
- procedures governing distribution of financial reports.

While many functions have two finance employees trained in the same procedures, some operations such as payroll do not. The Martinsville City Payroll Department serves as a backup for payroll in MCPS.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director of finance and development can identify critical functions within an estimated five hours. It is estimated that each budget specialist will require 10 hours to complete a desk procedures manual and another 10 hours to be cross trained.

4.2   FINANCIAL MANAGEMENT

Effective financial management ensures that a school division properly accounts for all revenue from federal, state, and local sources; properly identifies and records expenditure transactions; and maintains an accurate and up-to-date statement of its financial position. Proper, accurate, and timely financial information is crucial to the decision-making process necessary for the overall successful operation of a school division.

FINDING

MCPS needs a comprehensive procedures manual and desk procedures that clearly set forth the processes and work flow of business and financial transactions in accordance with board policy and effective business practices. The lack of clearly defined, communicated, and implemented operating procedures can lead to uncertainty and inconsistency in the processing of financial transactions.

An accountability system for financial transactions creates clarity for establishing responsibility for potential errors or irregularities. The MCPS Finance Department provides certain written procedures in memo form, but a comprehensive operating manual has not been compiled. Nonetheless, most employees expressed a clear understanding regarding intended standard operating procedures for their respective areas, but documentation is needed.

The MCPS Board Policy Manual includes certain policies for business and financial functions. Examples of business and financial policies in the MCPS Policy Manual are:

- Management of Funds
- Annual Budget
- Custody and Disbursement of School funds
- Financial Accounting and Reporting
- Purchasing
- Vendor Relations
- Payroll Procedures
- Expense Reimbursements

Procedures set forth, in more detail, the work flow and interrelationships of business and financial functions, and provide guidance to employees to help ensure a consistent application of

board policies. A consistent application of board policies leads to smooth and equitable division operations. Written documentation of procedures provides a framework in which interdepartmental and intergovernmental cooperation can thrive.

In addition to standard operating procedures, desk procedures are important as a component of the accountability system (This is especially critical for cross training as recommended in **Recommendation 4-2.**). Desk procedures provide details of the work practices and the risk involved with such practices. Desk procedures are beneficial for the training of current and new employees, and are a valuable resource in the event an employee leaves the department or takes an extended leave. The procedures include sufficient information to permit an individual who is unfamiliar with the operations to perform the necessary financial activities/tasks in the absence of the primary individual. For an effective system of accountability, procedures must be current, communicated, and readily available for reference.

RECOMMENDATION

Recommendation 4-3:

Develop and implement a comprehensive procedures manual and supporting desk procedures for business and financial transactions in Martinsville City Public Schools.

Implementing written procedures that document the financial accounting processes should provide MCPS employees with guidance to consistently apply board policies, improve checks and balances, and help establish responsibility for specific transactions. Compiling the division's current procedures with newly developed procedures should enhance the division's overall accountability structure and help eliminate any uncertainty about division expectations.

Once a procedures manual is developed, desk procedures should be written. Such procedures provide documentation of the task, the information needed to complete the task, and the ramifications if the task is not performed. The importance of the task relative to the function should also be determined. Desk procedures should be maintained in a current status and available for use in the event of employee absences, leaves, or turnover. Such desk procedures also help to ensure a system of accountability and control, and should be considered part of the MCPS accountability system.

Exhibit 4-8 displays a sample desk procedures template for the task of making payroll tax deposits. Such a template can be tailored to identify critical tasks for each employee in a division.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The time estimate for the desk procedural part of this recommendation is included in the fiscal impact statement for **Recommendation 4-2**. In addition, the executive director of finance and development needs to spend an estimated 20 hours to develop the procedures manual.

Exhibit 4-8
Sample Desk Procedures Template

EMPLOYEE INFORMATION	
Employee Name:	**XXXX XXXXXX**
Department:	**Payroll Services**
Job Title:	**Payroll Technician**
Manager:	**XXXX XXXX**
Date Created/Updated:	**XXXX**

INSTRUCTIONS

- **Description of Task -** Briefly describe the task to be performed.

- **Information Needed –** Briefly describe the information that needs to be at hand to complete the task. Identify reports by name.

- **Ramifications If Task Not Performed –** Briefly describe the consequences if task is not completed timely.

- **Importance**. Rank the task as Essential, Important, or Desirable as follows:
  - *Essential* – required for job performance
  - *Important* – helpful for job performance
  - *Desirable* – asset for job performance

- **Timeline.** Indicate the timeframe for completing this task.

TASK

Description of Task:
1) Payroll tax deposits have to be made to the IRS timely.
2) Ensure Funds are available in disbursing account #XXXX.
3) Log into IRS web site at: https://www.eftps.gov/eftps/.
4) Enter amounts due and submit.
5) Print confirmation page and file in "EFTPS Tax Folder".

Information Needed to Complete Task:
1) Payroll Calendar showing all pay dates
2) Payroll Deduction Report (i.e. Report #PDR806) - identifies social security, Medicare and withholding amounts to report
3) District Federal Identification Number (FEI) - #59-0000000
4) EFTPS Password: XXXXXXXX

Ramifications if Task Not Performed:
Penalties accrue at 2% of amount due for deposits made 1-5 days late.

Importance:	Essential	Important	Desirable	

Timeline:	Daily	Weekly	Bi-Monthly	
	Monthly	Quarterly	Annually	
	Each Payroll	As Needed		

Source: Created by Evergreen Solutions, 2009.

4.3   FINANCIAL PERFORMANCE

Financial performance is contingent upon effective policies and procedures, and a well-developed internal control system. An unclear accountability system for financial transactions can create ambiguity for establishing responsibility for potential errors or irregularities. A lack of internal control increases the potential for the occurrence of errors or irregularities.

FINDING

The division issued approximately 9,129 invoices, 6,558 payroll checks, and 2,049 purchase orders this past year, which is significant. As in many small school divisions, where central office staff have multiple responsibilities, MCPS lacks internal control over certain aspects of its business and financial operations.

Examples of the lack of internal control in MCPS include:

- **Purchasing** – Purchases are sometimes received by employees making the purchase with the same employee recording the transaction and processing payments.

- **Student Activity Funds:**

  - The same employee has the responsibility for receipting, recording, and depositing funds.

  - Certain activity funds are transferred between employees without appropriate transfer receipts, and some disbursements are not consistently supported by proper documentation.

- **Property Control** – Maintenance of subsidiary records documenting location, cost, and custodian of attractive property items (such as digital cameras and video equipment), is not maintained at the division.

MCPS finance employees are responsible for providing competent, reliable financial information for decision making and division accountability. A better segregation of duties could be used to establish checks and balances, and to assign responsibility for specific transactions. The limited number of division personnel makes the establishment of internal control measures difficult in a small school division; however, MCPS should be able to accomplish this without hiring additional staff.

Nonetheless, MCPS has established compensating controls to help mitigate the lack of segregation of duties by having the MCPS School Board and Martinsville City Council review the accounts payable and payroll disbursements. These controls are positive steps, but a more adequate accountability system can be achieved with a stronger segregation of duties.

RECOMMENDATION

Recommendation 4-4:

Strengthen internal controls over MCPS assets by segregated finance duties.

Internal controls over division assets can be strengthened by improving the segregation of duties. For example, the same person should not have access to accounting records and checks, and purchases should not be returned to the same employee with control of the transaction.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director will need about three hours to conduct a review of internal controls and make improvements in the delegation of finance duties to employees. This will not require additional staff.

FINDING

Evergreen's review of monthly financial reports submitted to the school board found these documents are not sufficiently detailed to adequately inform users of financial information. In other words, MCPS monthly financial reports are not comprehensive with sufficient data for informed management decisions, and these reports do not always present financial information in a manner reflective of actual expenditures (such as instructional expenses coded as administrative expenses).

The monthly reports show the revenues and expenditures to date and the percentage of the budget expended to date, but do not show a statement of financial position, nor a comparison to the previous year's financial position. Moreover, financial information in most reports is not presented in a format easily understood by non-financial decision makers.

One main objective of financial reports is to provide timely, sufficient information for management decisions. Such detailed information is critical for the school board and the superintendent to make prudent spending decisions.

In Spring 2009, the executive director of finance and development created a new form to report the overall statement of financial position. **Exhibit 4-9** shows the information provided to the city assistant finance director and subsequently reported to city council at the first biweekly televised council meeting of the month along with each of the other city departments. This information is helpful and needs to be provided as well to the school board.

RECOMMENDATION

Recommendation 4-5:

Provide to the MCPS School Board and the MCPS Superintendent sufficiently detailed monthly reports that clearly set forth the financial position of the school division.

Monthly financial reports are critical for prudent financial management of the school division. Monthly financial reports should provide budget to actual comparisons for revenue, expenditures, and fund balances. **Exhibit 4-10** illustrates a portion of a sample template. The timely reporting of variances allows for investigation and actions to maintain the integrity of the division's financial position. The monthly financial report should be discussed in a public board meeting and made available to division principals, staff, and the community.

Exhibit 4-9
Revenue and Expenditure Comparisons
in Martinsville City Public Schools

EXPENSE	
Budgeted Expense	$10,879,897.00
Actual Expenditures/Encumbrances	$10,205,000.00
Difference	($674,897.00)
Variance	-2.84%
REVENUE	
Expected	$10,434,500.67
Received	$10,420,013.00
Difference	($14,487.67)
Variance	-0.06%
Expenses reduced due to expected reductions in funding; Most revenue accounts will appear on track until adjustments are made following March ADM reports.	
Enrollment loss through December	($497,722.00)
Governor cut state aid in September	
Governor further cut state aid in December	
Net state aid reductions	($725,763.00)
Combined fiscal impact	($1,223,485.00)
Enrollment loss stop gap state aid adjustment	$253,235.00
Net reduction	($970,250.00)

Source: Executive Director of Finance and Development, January 2010.

The executive director of finance and development has been working to improve the reporting capacity of the division by examining and correcting expenditure codes and developing a more detailed analysis of actual expense categories. The executive director of finance and development should work with a newly formed finance committee to continue to develop more user-friendly reporting.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director of finance and development should incorporate **Exhibits 4-9** and **4-10** into a comprehensive monthly report for the Martinsville City School Board. The creation of a new monthly financial statement should take an estimated five hours to complete.

4.4   PLANNING AND BUDGETING

An organization's financial planning and monitoring, as well as its budget development and management, establish the foundation for all financial management operations. Effective budget processes typically include input from all schools and departments; appropriate guidance from administrators; desired goals, objectives and outcomes from strategic planning processes; and detailed management and reporting functions throughout the budget cycle.

Exhibit 4-10
Sample Monthly Financial Report for the School Board

	Budget	Actual	Percent to Date	Budget	Actual	Percent to Date
Beginning Balance	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**
REVENUES						
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
Total Revenues	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**
EXPENDITURES						
Instruction Programs						
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx	xx,xxx,xxx
Total Instruction	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**
Student Support Services						
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
Total Student Support Services	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**
Staff Support Services						
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
Total Staff Support Services	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**	**x,xxx,xxx**
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx	x,xxx,xxx
Total Expenditures	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**	**xx,xxx,xxx**
Ending Balance	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**	**$x,xxx,xxx**

Source: Created by Evergreen Solutions, 2009.

The budget process is generally comprised of four major phases that include planning, preparation, adoption and evaluation. These phases are described as follows:

- **Planning** - defines the goals and objectives of the school division and develops programs to attain those goals and objectives.

- **Preparation** – includes allocating resources to support the programs developed to achieve the established goals and objectives.

- **Adoption of the Budget** - made by school board approval after a public hearing and public opportunity for comment.

- **Evaluation of the Budget** - is performed periodically to monitor the receipt of revenue and expenditure of funds, and to ascertain the extent to which the division is meeting its goals and objectives.

FINDING

The budget process correlates very well with instructional goals in Martinsville City Public Schools. However, the MCPS budget process does not adequately correlate between the division's budget and goals and objectives relative to business and financial priorities of the school board and the superintendent. For example, the budget makes no reference to division business or financial goals, and does not link dollars allocated in the budget to annual priorities of administrative operations.

The school board's approved annual budget is presented to the city manager for submission to the city.   The proposed budget presented to the city is primarily the general operating budget and includes:

- a categorical budget by fund and expenditure for functional disbursement;

- the recapitulation of current year expenditure budgets by category with current year requested changes;

- the recapitulation of disbursements by category and name with prior year budget allocations and the board-approved requested budget for each category by function, with the budget change amount and percentage change from prior year, and an explanation in comments of the incremental changes from one year to the next.

The Association of School Business Officials (ASBO) has international standards for meritorious budgeting. This association recommends a clear coordination and linkage between the goals and objectives from the division's strategic plan and the allocation of resources.

One of the goals in the division's new administration is to better correlate the division's budget to division priorities. The division's current budget includes goals relative to the instructional areas without identification of non-instructional areas such as for business and finance. **Exhibit 4-11** shows the goals outlined in the division's current budget document.

Exhibit 4-11
MCPS School Board Budget Priorities
2009-10 School Year

SCHOOL BOARD PRIORITIES

- Attract and retain highly qualified teachers.

- Staff development on diversity and poverty.

- Standard-based curricula and accountability system in all subject areas.

- Reading at or above grade level for all students.

- Increase middle school enrollments in Algebra I and foreign language.

- Increase advanced diplomas for graduates.

- Increase Career Technical Education and Internship participation.

- Increase enrollments in Advanced Placement and International Baccalaureate courses.

- Offer more advanced and challenging coursework.

- Inclusive learning environment.

- Promote the Arts.

- Build home and community partnerships.

- Promote effective schools research and benchmarking.

Source: http://www.martinsville.k12.va.us/news/citizensguide.pdf, 2009.

MCPS responds partially to this challenge in the area of instructional goals. Although only instructional goals are provided in the budget document, MCPS does acknowledge (in its February 2009 PowerPoint presentation on the FY 2010 draft budget) many challenges and unknowns which many need to be considered in the current year (see **Exhibit 4-12**). Some of these challenges include non-instructional variables.

Exhibit 4-12
Martinsville City Public Schools
Challenges and Unknowns for the 2009-10 School Year and Beyond

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- Meeting the increased state and federal accountability requirements with approximately 1.1 million less state aid (6.52%).

- Meeting the needs of our more diverse and growing student population (2.37% or 58 students) with less funds.

- Not knowing the final status of the federal, state, and local aid for education.

- VRS retirement incentive plan (voluntary and not finalized).

- Possible new mandates or regulations.

Source: MCPS Finance Office, 2009.

RECOMMENDATION

Recommendation 4-6:

Implement a budgetary process that establishes division goals and priorities relative to business and finance operations in addition to instructional goals.

MCPS is working on a more detailed comprehensive budgeting process for the coming year. Providing a resource allocation system that budgets for the goals of the division helps to ensure that the priorities outlined in a division's strategic plan are appropriately funded. A budget document clearly reflective of the division's plan and priorities elicits support essential for a proper implementation of the plan. While the division is commended for starting the process with the instructional areas, it is important for the division to follow through as well with its business and finance operations.

Exhibit 4-13 provides an example of the linkage between goals and objectives. This exhibit shows a sample budget summary correlated to a division's strategic plan goals and objectives. Detailed information explaining the summary budget amounts should be presented in supporting schedules to document the correlation between a division's strategic plan and the division's budget.

Exhibit 4-13
Sample Budget Summary
Correlated to Strategic Plan Goals and Objectives
Annual Budget

Goal	Plan Priority	Budget Amount
Goals 4 & 6	Salary and Benefits increases	$xx.
Goal 2	3 New Teachers	$xx.
Goal 2	2 Reading Coaches	$xx.
Goal 6	2 Nurses	$xx.
Goal 2	Character Training	$xx.
Goal 2	Extended School Day Programs	$xx.
Goal 3	Teacher Training	$xx.
Goals 7 & 8	8 New Computers	$xx.
Goals 1 & 2	Summer School	$xx.
Goal 7	Purchase Transportation Bus Routing System	$xx
Goal 8	Purchase New Software for Finance	$xx
Goal 1: Students arrive at school ready to learn.		
Goal 2: All students are literate.		
Goal 3: Curriculum is world class.		
Goal 4: All employees are highly qualified.		
Goal 5: Communications and collaborations are strong and effective.		
Goal 6: The culture is healthy.		
Goal 7: The division continues to invest in technology.		
Goal 8: The division's fiscal management is world-class.		

Source: Created by Evergreen Solutions, 2009.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director of finance and development should continue with improvements he has initiated in linking planning

and budgeting for both instructional and non-instructional operations. An additional 10 hours is estimated.

FINDING

The MCPS budget document used to communicate the division's spending priorities could be more user-friendly. The school board is provided budget documents and presentations which contain technical financial information primarily concerning the general operations of the division. The 2009 budget documents include a series of appropriations outlined by an overall summary. This year's budget document is comprised of a mission, vision, and priorities. The budget document is structured in technical terms and an accounting format, and lacks sufficient user-friendly charts or graphs to depict to a lay reader a comprehensive view of the MCPS budget.

The 2009 budget presentation includes several important documents, and is an important first step towards a comprehensive budget document. This budget presentation includes several components of a comprehensive budget, including:

- Martinsville City Facts
- Martinsville City Public School Facts
- Martinsville City Public Schools Budget Priorities
- Martinsville City Public Schools Budget Request Rationale
- 2009-10 Proposed and Revised School Budget
- School Division Funding History
- 2009-10 Personnel Reductions and Total Reductions
- 2009-10 Personnel and Benefits Additions and Non Personnel Additions
- 2009-10 Total Budget Request

An effective budget document provides a comprehensive view of the division's spending plan linked to expected outcomes for established goals and objectives, as well as disaggregated information to the school and department levels. Such information is most effectively displayed in charts and graphs with concise explanations easily and readily understood by non-financial users.

A user-friendly budget format helps communicate with the public and also helps to create transparency and trust in the school division. **Exhibit 4-14** provides a sample outline of a portion of an effective budget for a school division. An effective budget not only presents financial information in the form of numbers, but depicts this information in charts and graphs to highlight budget items.

RECOMMENDATION

Recommendation 4-7:

Prepare a user-friendly budget document.

The budget process is not simply an exercise in balancing revenues and expenditures one year at a time, but is strategic in nature, encompassing a multi-year financial and operating plan that allocates resources on the basis of identified goals. A good budget process and document move beyond the traditional concept of line-item expenditure control, providing incentives and flexibility to managers that can lead to improved program efficiency and effectiveness.

Exhibit 4-14
Sample User-Friendly Budget Document

Introduction

   – Includes Superintendent's message
   – Statement of school division goals
   – Information regarding the Strategic Plan
   – Organizational charts
   – Overview of the school division and the services provided
   – Student population trends

Budgetary Process

   – Overview of the budget process
   – Calendar for budget development
   – Board policies as they relate to the budget process
   – Detailed explanations of state funding formulas

Fund Information
- General Fund
- Debt Service Fund
- Capital Fund
- Special Revenue Fund

Budgeted and Actual Beginning Balances, Revenues, Expenditures and Ending Balances for all Funds

Budget Pages

   – Elementary Schools
   – Middle Schools
   – Senior High Schools
   – Central Administration Departments

Source: Association of School Business Officers, 2009.

The budget should serve as an effective communication device for a superintendent and board to communicate with internal and external stakeholders, and should be comprehensive including all funds. As dollars available for appropriations become more limited, a complete view of division needs should be presented for effective and prudent decisions.

The division is commended for its current move towards greater transparency of division expenditures and should continue its efforts by developing a comprehensive budget document reflective of division priorities. A complete, comprehensive budget document is important to help ensure wider acceptance and understanding of the budget. Understanding the budget

document will help build trust in the school division as MCPS strives toward improved accountability and greater transparency in the community.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director of finance and development will require an estimated 25 hours to modify the budget document.

FINDING

MCPS provides insufficient long-term outlook either from an historical perspective or future trend analysis. Part of the reason for the void in an historical prescriptive is that these data had not been collected by the previous administration. The current administration now has two years of trend data.

The budget document does show a comparative view of revenue and expenditures, but does not provide an analysis or commentary to explain variances in the data provided. The budget does not incorporate long-term planning for the decisions that result in the adoption of the budget. This addition would help future planning.

In the future, it is important that MCPS prepare an annual historical budget analysis (to the extent possible) examining the division's past fiscal position, challenges, and accomplishments in order to gain additional perspective on how to guide MCPS in the future. Considering the division's new efforts toward greater accountability, it is vital that decision makers have valid and reliable information to make prudent management decisions. Reliable financial accounting records can be used for reference and trend analysis.

Exhibit 4-15 shows the Government Finance Officers Association (GFOA) recommended practice for the use of trend and comparative data for financial analysis. These recommendations are specific to the annual financial report, and provide guidance for the use of trend analysis for the budgetary process.

RECOMMENDATION

Recommendation 4-8:

Compile and analyze long-term trend data for the budget presentation.

Providing historical financial information in the budget document helps communicate the division's story and creates a context from which the current and projected budget data can be understood and evaluated. MCPS shows certain comparative annual data (such as the revenue and expenditures), but should expand the information presented to include data relevant to the current budgetary environment.

With the lack of historical data available from the previous administration, MCPS has not had the historical information to date to implement this recommendation. Nonetheless, in years to come, longitudinal data will become available to support the implementation of this recommendation.

Exhibit 4-15
Use of Trend and Comparative Data for Financial Analysis
as Recommended by the Government Finance Officers Association (GFOA)

Background

A government's CAFR provides a wealth of data that the government itself and other interested parties can use to analyze the government's financial health. Of course, considering financial data in isolation can lead to inappropriate conclusions--appropriate context is essential for sound interpretation. For state and local governments, trend data of the government itself and comparative data from other governments frequently have provided this context for evaluating current-year financial data.

The National Council on Governmental Accounting (and later, the Governmental Accounting Standards Board - GASB) saw value in the use of trend data for financial analysis as evidenced by their recommendation to include up to a dozen schedules of trend data in the statistical section of the CAFR. Likewise, the GASB has mandated the presentation of trend data for both defined benefit pension plans and public-entity risk pools. The Government Finance Officers Association (GFOA) also has recognized value in the use of comparative data from other governments as evidenced by its ongoing compilation and publication of a *Financial Indicators Database* that presents selected data from CAFRs submitted to GFOA's Certificate of Achievement for Excellence in Financial Reporting Program.

Recommendation. GFOA makes the following recommendations for the benefit of government officials and other interested parties who wish to use financial data from the CAFR to analyze a government's financial health:

GFOA believes that a government's own past performance normally is the most relevant (but not exclusive) context for analyzing current-year financial data.

A government's own experience typically is best expressed in the form of trend data for key financial indicators (e.g., revenues, expenditures, fund balance).

- The usefulness of trend data often can be enhanced by examining the percentage relationship among data elements over time (e.g., local revenue as a percentage of total revenue; public safety expenditures as a percentage of total expenditures).

- At a minimum, five years of data typically are necessary for effective trend analysis. Conversely, trend information eventually loses relevance over time because of changes in circumstances. Accordingly, typically no more than ten years of data should be considered. Items that potentially distort trends (e.g., one-time items or changes in underlying assumptions or structures) should be carefully noted.

- When constant dollar presentations are used, it is recommended that the basis of the constant dollar adjustments be disclosed and the unadjusted (non-constant) data also be presented. This allows individuals to make their own decisions regarding whether and how price level adjustments should be made.

- Appropriate comparisons of a government's own data with the data of other similar governments also may be useful for purposes of financial analysis. However, care must be taken to ensure that such comparisons are valid.

Considerations that affect the validity of data comparisons among governments include the following:

- Are the governments of the same level (i.e., state, county, and municipality) and type (e.g., general-purpose, special-purpose)?

- Are there significant differences in the scope or quality of services provided?

- Are there significant differences in the number of those served?

- Do the governments define categories in the same way?

- Are the governments from regions where costs and similar environmental factors comparable?

- If costs being compared include significant depreciation expense, were the capital assets being depreciated acquired at roughly the same time?

Comparisons with other governments may be further enhanced by using trend data for these governments rather than relying exclusively upon current-year data.

Source: Government Finance Officers Association Web site, November 2009.

FISCAL IMPACT

This recommendation can be implemented with existing resources. As the executive director of finance and development strengthens the budget document each year and gathers additional historical data to provide a longitudinal focus to budget presentation, it is estimated that it will take no longer than five hours to compile this information.

FINDING

Documents presented to the Evergreen Review Team and discussions with staff indicate that input from principals and certain department heads is requested and encouraged at various internal and external meetings. Opportunities for public budget discussions are available at public board meetings and workshops.

MCPS conducts public hearings and holds budget work sessions conducted by the school board. In addition, citizens are informed throughout the budgetary process by:

- newspaper and school board publications;
- school division public hearings;
- Martinsville City Council meetings; and
- Martinsville City Council public hearings.

The participation of school and community members in the budget process helps to create division support and provides valuable input. MCPS has done an effective job in providing opportunities for participants to comment. Preparation and use of additional internal budget calendar and timeline correlated with the external public calendar are critical to help communicate to staff and to the community the important activities of the budgeting process. The communication of an internal budget timeline creates a sense of openness and transparency to the process for all stakeholders, including employees at all levels of the division. The posting of the most up-to-date timeline and the budget documents on the division's web site also helps to facilitate better communication.

COMMENDATION

MCPS is commended for its efforts to solicit internal and external stakeholder input into the budget process.

FINDING

Some central office and school managers are not aware of their individual budgets.

Board Policy DB, entitled *Annual Budget*, in compliance with the laws of Virginia, establishes the budgetary process as follows:

The superintendent shall prepare, with the approval of the school board, and submit to the appropriating body, an estimate of the amount of money needed during the next fiscal year for the support of the public schools of the school division. The estimate shall set up the

amount of money needed for each major classification prescribed by the board of education and such other headings or items as may be necessary

The superintendent or his designee shall prepare a budget calendar identifying all deadlines for the annual budgetary process. The calendar shall include at least one work session for reviewing the budget and at least one public hearing on the budget. Notice of the time and place for the public hearing must be published at least ten days in advance, in a newspaper having general circulation within the school division.

Exhibit 4-16 shows last year's MCPS budget calendar outlining external dates and timelines.

A well-communicated, inclusionary budgetary process is essential to establish confidence and support for the school division. **Exhibit 4-17** shows a more detailed budget development calendar. A comprehensive timeline, with pertinent administrative dates, communicates an open and transparent budgeting process with MCPS employees and the community.

RECOMMENDATION

Recommendation 4-9:

Develop and implement a more detailed budget preparation calendar and ensure that cost center administrators (both principals and central office administrators) are aware of their budgets.

The collection of employee budgetary priority information helps to ensure that principals, faculty, and department heads within Martinsville County Public Schools are active participants in the process and are knowledgeable of their budget. Participation in the process helps to create a supportive environment for the division. A comprehensive, well-communicated internal budget calendar will help facilitate more stakeholder awareness.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The executive director of finance and development should hold meetings with cost center directors and principals to increase their knowledge of their individual budgets. This is estimated to take two hours of each administrator's time.

4.5   *ACTIVITY FUNDS*

Student activity funds are comprised primarily of funds received from extracurricular school activities, such as athletic events, entertainment, clubs and fundraisers as well as school allotments. Activity funds include such accounts as the art club, athletics, science club, textbook rental, and track. School divisions are responsible to account for student activity funds in accordance with regulations established by the Virginia State Board of Education. Principals are responsible for managing the student activity funds and providing a system of accountability to safeguard assets.

Exhibit 4-16
MCPS Budget Calendar
2008-09 School Year

Budget Development Calendar

2008-2009

February 11 - Superintendent presents proposed 2008-2009 budget to the School Board

February 19 – Present proposed budget to parent leaders and parent organizations (Times and Locations – TBA)

February 19-25– Present proposed budget at faculty meetings

February (**26 27 28)** – School Board workshop and public hearing – 8:00am – School Board Office*

March 10 – Public hearing and School Board Adopts Budget

March 20 – Submit School Board adopted budget to the City Manager

-Final Budget adoption to be determined

*School Board may schedule other workshops if necessary

Source: http://www.martinsville.k12.va.us/news/citizensguide.pdf, 2009.

Exhibit 4-17
Sample Budget Development Timeline
July 1 through June 30

October x	Introduction of budget process to principals and administrative staff
October x	Budget calendar to School Board to establish public hearing date for budget
October x	Administrative budget meeting to establish overall budget priorities
October x	Schools and departments budgets to superintendent
November x	Public reminder for public hearing on budget
November x	Advertise for public hearing
December x	Advertise for public hearing
December x	Annual School Board legislative work session
December	Administrative budget committee meeting
December x	Public hearing on proposed budget
January x	School Board work session
January x	Presentation of projected state revenues based on the Governor's proposed budget
February x	School Board work session
March x	School Board work session (if needed)
March	Administrative budget committee meeting
March x	School Board approval of budget
March x	Joint budget work session with City
April x	Approval of budget resolution by City Council
May x	School Board certification of final budget
May x	Issuance of personnel contracts

Source: Created by Evergreen Solutions, 2009.

FINDING

MCPS does not have a comprehensive school activity fund manual. The division provides general guidance for school activity funds through board policies.

The primary board policy relative to activity funds is Board Policy DGC, entitled *School Activity Funds.* This policy states:

> *All funds derived from extracurricular activities, such as entertainment, athletic contests, cafeteria, club dues, and from any and all activities of the school involving personnel, students, or property are considered school activity funds.*

Each school is required to maintain an accurate, up-to-date accounting system of all money collected and disbursed by the school.

School Board Policy DGC further states:

> *Each school shall keep an accurate record of all receipts and disbursements of school activity funds so that a clear and concise statement of the condition of each fund may be determined at all times. It is the duty of each Principal to see that such records are maintained in accordance with regulations of the Virginia Board of Education and the Martinsville City School Board.*

School board policies are established at the governance level and are not intended to provide adequate operating procedures. Operating procedures help ensure consistent application of board policy and provide a framework in which schools function. A comprehensive school activity fund manual, with appropriate training, provides schools with a valuable tool in the implementation of board policies.

RECOMMENDATION

Recommendation 4-10:

Develop and implement a comprehensive school activity funds manual.

Having an up-to-date school activity funds manual will document the intent of the school board and provide guidance for the use of school activity funds. The school activity funds manual should include procedures for all funds accounted for at the school level. MCPS should continue with improvements, such as the summary which indicates the purpose of the fund, the expected activity and source of funding, and the individual responsible for the fund. Such improvements should help the division minimize audit comments, especially the repeat comments, and provide a greater confidence in MCPS records.

FISCAL IMPACT

This recommendation can be implemented with existing resources. An ad hoc committee of school administrators and bookkeepers should be created and chaired by the executive director of finance and development. An estimated five hours of each committee member's time will be

needed to create the manual. Once created, the manual should be reviewed by the
superintendent, and then implemented.

CHAPTER 5:
EDUCATIONAL SERVICE DELIVERY
AND MANAGEMENT

Chapter 5

EDUCATIONAL SERVICE DELIVERY
AND MANAGEMENT

This chapter addresses the instructional delivery operations of Martinsville City Public Schools (MCPS) and includes the following six sections:

5.1   Organization and Management of Curriculum and Instruction
5.2   School Administration and Decision Making
5.3   Curriculum Policies and Management
5.4   Special Programs
5.5   Bilingual Education/English as a Second Language (ESL)
5.6   Gifted and Talented Education

The educational service delivery and management of a school division depends on the quality of the relationship between school personnel and central office staff, who often balance their duties between providing leadership and coordination, and serving as the support system for school personnel. The effectiveness of instruction depends on additional factors such as organization, staffing, and procedures used to assure consistency of instruction and student assessment across the division. The organization of the central office should be designed to support and promote progress towards higher achievement for all students.

Martinsville City Public Schools is a small school division which had 2,442 students in the 2007-08 school year.   As may be seen in **Exhibit 5-1**, the school division is diverse, with over 60 percent of its students qualifying for free and reduced lunch, 70 percent of its students black, 25 percent of its students white, 3.7 percent of its students Hispanic, 1.1 percent Asian, and fewer than .5 percent American Indian.   Martinsville ranks in the middle of its peer group on the majority of these demographic characteristics.

In the current year, the state funded an additional $1,074,488 to MCPS this year as part of the State Fiscal Stabilization Funds. These funds are used to cover salaries, as allowed, and are being received on a reimbursement basis.

Exhibit 5-1
Student Ethnicity
2007-08 School Year

School Division	Student Enrollment	White	Black	Hispanic	Free/Reduced Lunch
Martinsville	**2,442**	**24.57%**	**70.18%**	**3.71%**	**60.64%**
Danville	6,675	18.94%	78.83%	1.00%	68.02%
Franklin City	1,317	37.28%	55.16%	6.21%	62.37%
Hopewell	3,921	33.09%	59.70%	6.04%	65.43%
Petersburg	4,782	2.10%	94.42%	2.67%	60.16%
Average	**3,827**	**23.19%**	**71.66%**	**3.92%**	**63.32%**

Source: Virginia Department of Education, 2009.

Exhibit 5-2 indicates the daily attendance rate for Martinsville City Public Schools and its peer school divisions. As can be seen, MCPS has an attendance rate of 95 percent, which ranks among the highest of its peers.

Exhibit 5-2
Number of Days Taught, Membership, Attendance
2007-08 School Year

School Division	Number of Days Taught (End-of-Year)		Average Daily Membership (End-of-Year)			Average Daily Attendance (End-of-Year)			Percent Attendance (End-of-Year)		
	Elem.	Sec.	Elem.	Sec.	Total	Elem.	Sec.	Total	Elem.	Sec.	Total
Martinsville	180	180	1,444	972	2,416	1,387	906	2,293	96	93	95
Danville	180	180	3,969	2,512	6,481	3,771	2,312	6,083	95	92	94
Franklin City	180	180	727	541	1,268	697	507	1,204	96	94	95
Hopewell	179	179	2,516	1,360	3,876	2,398	1,282	3,680	95	94	95
Petersburg	180	180	2,817	1,780	4,597	2,639	1,562	4,201	94	88	91
Average	180	180	2,295	1,433	3,728	2,178	1,314	3,492	95	92	94

Source: Virginia Department of Education, 2009.

CHAPTER SUMMARY

Martinsville City Public Schools has worked diligently and successfully to effect positive change in recent years, under the leadership of Dr. Scott Kizner. This focus has led to significant improvements during the past few years.

MCPS is commended for several accomplishments. The division's SOL test scores have improved significantly over the past four years for all students, including Adequate Yearly Progress (AYP) subgroups. The superintendent and his staff have created a strong student-focused culture and high expectations in the division which is the result of the superintendent and school board's mission and vision. The school improvement planning effort is well-articulated and well-managed, with specific measureable goals.   Administrators and staff have had the benefit of high quality professional development during the summer and the school year.

Effective organizations are continuously finding ways to improve, recognizing that an organization that remains static eventually begins to decline. MCPS leadership was welcoming of the process to identify areas for improvement. Primary recommendations include the following:

- revise school board policies that reference curriculum development so that more specificity is provided;

- implement a site-based budgeting process that is transparent to the school community;

- add two instructional coordinators at the central office;

- reduce the number of instructional aides by five positions;

- implement a classroom guidance program component at both elementary schools;

- reduce the number of guidance counselors at the elementary school by one position;

- provide professional development to all instructional aides on a continuous basis; and

- reduce the budget for special education related services by hiring a full-time speech and language therapist.

5.1 *ORGANIZATION AND MANAGEMENT OF CURRICULUM AND INSTRUCTION*

Central office staff serves as both leaders and supporters for school staff. As such, its role can either strengthen or hinder progress towards high achievement for students, depending on how seriously it perceives its role in both capacities. The organization, staffing, and processes in place in a school division responsibilities affect student achievement in both direct and indirect ways. A well-orchestrated balanced relationship between the needs of schools and the support and coordination from central office helps to ensure that resources are targeted toward increased student achievement for all students.

Not only do clearly articulated, measurable, and monitored goals at the division level inform staff and the public of the division's priorities, these goals also guide decisions and actions at all levels. Consequently, effective two-way communications systems, explicit guidelines and expectations, transparent processes that reinforce division goals, and monitoring of division priorities are critical functions of the central office.

FINDING

MCPS has made significant improvements in standards-based assessment during the past few years.   Between 2006-07 and 2008-09, seven of the ten categories improved at least six points on the SOL tests.

Exhibit 5-3   provides a comparison among MCPS and its peer school divisions. As can be seen, MCPS scores rank among the highest of their peers at the elementary and high school levels.

Exhibit 5-4 provides a disaggregated analysis of the test scores. As can be seen in this analysis, test scores across various groups of students are relatively comparable at most levels.

An examination of the Standards of Learning tests over the past few years supports the effectiveness of the leadership team in place. **Exhibit 5-5** shows the gains in these test scores during the past three years.

Exhibit 5-3
Percentage of Students Passing SOL Tests Compared with Peer Divisions
2008-09 School Year

Grade	Test	MCPS	Danville	Franklin City	Hopewell	Petersburg
Grade 3	English	**91**	81	78	83	79
	Math	**94**	84	73	79	75
Grade4	English	**83**	82	85	90	74
	Math	**87**	83	71	84	77
Grade 5	English	**89**	83	84	86	86
	Math	**93**	85	91	87	76
Grade 6	English	**73**	74	81	71	61
	Math	**60**	65	62	65	46
Grade 7	English	**79**	80	84	84	64
	Math	**46**	62	59	38	36
Grade 8	English	**72**	79	81	79	61
	Math	**70**	83	80	78	82
Grade 9-12	English	**94**	91	90	89	90
	Algebra I	**88**	91	80	92	94
	Geometry	**88**	71	69	73	81

Source: Virginia Department of Education, 2009.

Exhibit 5-4
Percentage of Students Passing SOL Tests
2008-09 School Year

Subject Area	Cohort	Gr 3	Gr 4	Gr 5	Gr 6	Gr 7	Gr 8	Gr 9-12
Reading	All	91	83	89	73	79	72	95
	Black	92	76	86	69	68	60	95
	Hispanic	71	82	100	73	n/a	n/a	n/a
	White	95	94	93	79	97	91	93
	Disadvantage	88	79	86	69	67	65	91
Math	All	94	87	93	60	46	70	89
	Black	96	82	92	54	37	54	87
	Hispanic	89	73	83	73	n/a	n/a	87
	White	93	97	97	68	73	n/a	94
	Disadvantage	92	83	89	55	41	82	88

Source: Virginia Department of Education, 2009.

Exhibit 5–5
SOL Trend Data 2
2006-07 to 2008-09 School Years

Subject Area	Cohort	2006-07	2007-08	2008-09	Point Change from 2006-07 to 2008-09
English	All	77	79	83	+6
	Black	70	72	79	+9
	Hispanic	74	78	81	+7
	White	91	91	92	+1
	Disadvantaged	69	72	78	+9
Math	All	77	78	84	+7
	Black	71	72	81	+10
	Hispanic	79	75	80	+1
	White	88	89	91	+3
	Disadvantaged	68	72	80	+12

Source: *Virginia Department of Education, 2009.*

COMMENDATION

Martinsville City Public Schools is commended for its diligent efforts to improve results on the Standards of Learning Tests.

FINDING

Exhibit 5-6 shows the organizational structure of the MCPS Division of Teaching and Learning. As **Exhibit 5-6** indicates, the assistant superintendent for instruction oversees an office which includes:

- two administrative associates;

- three directors: the directors of pupil personnel and psychological services, special education and assessment, and technology and career/technical education (CTE); and

- two full-time coordinators: a coordinator of curriculum, mentoring, and federal programs and a special education diagnostician and instructional coordinator.

Exhibit 5-6
Organization of the Instructional Department in
Martinsville City Public Schools

```
                ┌─────────────────────────────┐
                │  Division of Teaching and   │
                │         Learning            │
                │ Assistant Superintendent for│
                │        Instruction          │
                └─────────────────────────────┘
                               │
        ┌──────────────────────┼──────────────────────┐
┌───────────────┐      ┌───────────────┐      ┌───────────────┐
│ Director of   │      │ Director of   │      │ Director of   │
│ Pupil         │      │ Special       │      │ Technology and│
│ Personnel and │      │ Education and │      │ Career/       │
│ Psychological │      │ Assessment    │      │ Technical     │
│ Services      │      │               │      │ Education     │
└───────────────┘      └───────────────┘      └───────────────┘
                               │                      
        ┌──────────────────────┴──────────────────────┐
┌───────────────┐                            ┌───────────────┐
│ Special       │                            │ Coordinator   │
│ Education      │                           │ of K-12       │
│ Diagnostician │                            │ Curriculum,   │
│ and           │                            │ Mentoring and │
│ Instructional │                            │ Federal       │
│ Coordinator   │                            │ Programs      │
└───────────────┘                            └───────────────┘
```
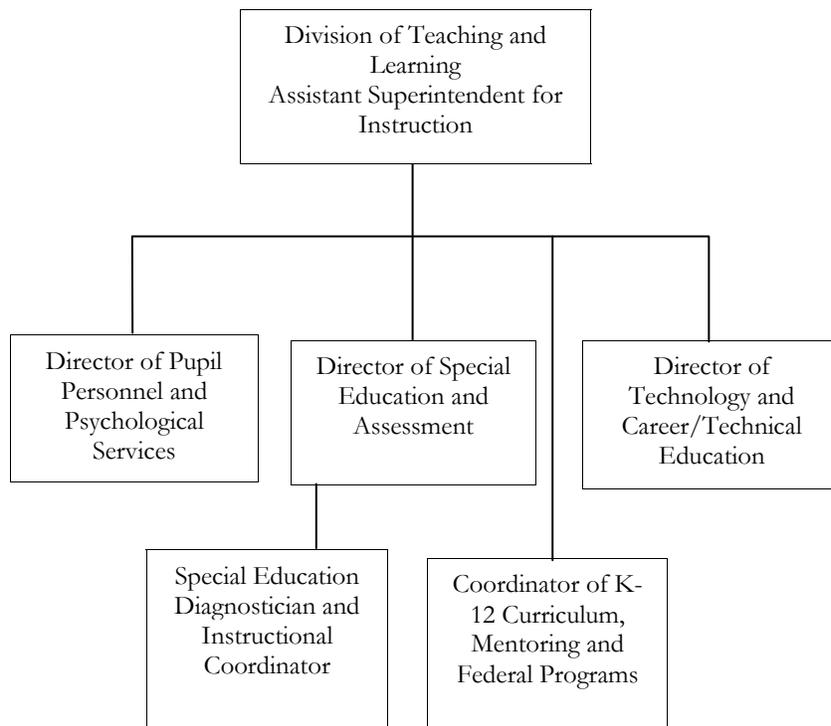
Source: Martinsville City Public Schools, 2009.

Exhibits 5-7 and **5-8** provide survey results which give an indication of the perceived effectiveness of the central office staff in MCPS. In response to the statement "*The school division has too many layers of administrators*," slightly over 69 percent of building administrators *disagree*, compared to slightly over 54 percent in comparison districts.

Exhibit 5-7
Perceived Layers of Administrators
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree /Disagree	Strongly Agree/ Agree	Strongly Disagree/ Disagree
The school division has too many layers of administrators.				
Central Office Administrators	30.0%	70.0%	7.9%	72.6%
Principals	23.1%	69.2%	8.1%	54.3%
Teachers	35.1%	33.9%	28.5%	36.5%

Source: Evergreen Solutions Survey Results, 2009.

In response to a second statement about the perceived quality of the services provided to the school, slightly over 92 percent of building administrators *agree* with the statement "*Division administrators provide quality services to schools*" compared to 73 percent of principals in the comparison group. Teachers ratings were also higher than the comparison group, with slightly over 79 percent of teachers agreeing with the statement compared to just fewer than 60 percent of those in the comparison group.

Exhibit 5-8
Perceived Quality of Service by Administrators
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/ Disagree	Strongly Agree/ Agree	Strongly Disagree/ Disagree
Division administrators provide quality service to schools.				
Central Office Administrators	90.0%	10.0%	90.1%	6.5%
Principals	92.3%	7.7%	73.0%	13.1%
Teachers	79.2%	6.9%	59.9%	17.0%

Source: Evergreen Solutions Survey Results, 2009.

Comments from building level staff indicate that there is a great deal of appreciation for the role of the central office staff.

- *I love how they put these kids first. I'm amazed. Whatever they need they'll have.*

- *The leadership wants to focus on children and achievement. And collaboration. So it's a real team spirit. They have kept up and kept us up with the research base.*

- *His central office staff constantly brings in new programs and ideas. They coordinate. If you are passionate, they support your idea.*

It is clear from interviews with staff and comments on Evergreen surveys that much of the change that has occurred during the past few years is the result of a clear focus on student achievement. Comments from staff at all levels indicated this clear focus.

- *I'm most proud of our vision and mission: All students can learn and we'll do whatever it takes to make sure they do.*

- *There is no question about why we are doing what we are doing.*

- *(There is a) focus on quality teaching and learning.*

- *Dr. K asks tough questions and makes you look at stuff different. (He always asks) how is the child benefitting from what you do?*

- *Our superintendent has a clearly articulated focus and he really practices it.*

- *We read From Good to Great four years ago. There is help if you want it. Dr. Kizner has asked us what we need at staff meetings.*

COMMENDATION

The superintendent and his staff are commended for a purposeful and strong vision and mission which has resulted in a strong student-focused culture in Martinsville City Public Schools.

FINDING

Of the six full-time administrative positions in this department, only one has had tenure longer than four years: the director of technology and CTE. As **Exhibit 5-9** demonstrates, the remaining administrators are relatively new to their positions.

Exhibit 5-9
Length of Tenure for Instructional Administrators
in Division of Teaching and Learning

Position	Tenure in Position
Assistant Superintendent	4th year
Director of Pupil Personnel and Psychological Services	4th year
Director of Special Education and Assessment	3rd year
Director of Technology and CTE	4th year
Coordinator of Curriculum, Mentoring, and Federal Programs	1st year
Special Education Diagnostician and Instructional Coordinator	4th year

Source: Martinsville City Public Schools, 2009.

Much of the newness in staff stems from a reorganization that eliminated some positions and reconfigured others. As **Exhibit 5-10** indicates, there were 9.5 division instructional leadership positions in 2005-06. This number increased to 12.5 positions in 2006-07, and is now at six positions in 2009-10.

Exhibit 5-10
MCPS Instructional Leadership Positions
2005-06 through 2009-10 School Years

2005-06	2006-07	2007-08	2008-09	2009-10
Special Education	Director, Special Education	Director, Special Education/Assessment	Director, Special Education, Assessment	Director, Special Education, Assessment
Director of Curriculum Assessment	Director Curriculum, Assessment, and Federal Programs		Director of Curriculum, Mentoring and Accountability	
				Coordinator K-12 Curriculum, Mentoring and Federal Programs
Director of Technology	Director of Technology, CTE	Director of Technology, CTE	Director of Technology, CTE	Director of Technology, CTE
Director Gifted and Advanced Learning	Director Gifted and Advanced Learning	Director Advanced Learning, Science and Social Studies	Director Advanced Learning, Science and Social Studies	
	Assistant Superintendent Instruction	Assistant Superintendent Instruction	Assistant Superintendent Instruction	Assistant Superintendent Instruction
Pupil Personnel Coordinator	Coordinator, Pupil Personnel and Psychological Services	Director Pupil Personnel and Psychological Services	Director Pupil Personnel and Psychological Services	Director, Pupil Personnel and Psychological Services
Coordinator of Reading, Language Arts	Coordinator of Reading, Language Arts	Coordinator of Reading, Language Arts and Federal Programs	Coordinator of Reading, Language Arts & Federal Programs	
K-5 Reading Coaches (2.5)	K-5 Reading Coaches (2.5)			
Coordinator of ELL	Coordinator of ELL	Coordinator of ELL	Coordinator of ELL	
	Special Education Diagnostician, Instructional Coordinator	Special Education Diagnostician, Instructional Coordinator	Special Education Diagnostician, Instructional Coordinator	Special Education Diagnostician, Instructional Coordinator
	Coordinator Mathematics and Mentoring	Coordinator Mathematics and Mentoring		
Total: 9.5	**Total: 12.5**	**Total: 9**	**Total: 9**	**Total: 6**

Source: MCPS Division of Teaching and Learning, 2009.

In the process of this reduction, many staff members assumed diverse responsibilities, while other responsibilities were moved to the school level. Among the many responsibilities of the director of pupil personnel and psychological services, for example, are homebound education, attendance, dropout prevention, school counseling, Title III (Limited English Proficiency), English language learners, Section 504, Title IV (Safe and Drug Free Schools), psychological services, family life, kindergarten registration, and students records management. While no formal job descriptions exist for these positions, an informal examination of their duties indicates that all have a variety of duties that are demanding and complex. Some of their other duties have been moved to the school level.

As **Exhibit 5-11** indicates, MCPS is below its peer group average in the total number of central office positions related to instruction and has fewer than only one other division, Franklin City, a district half their size. Much of the difference is related to positions at the supervisory and coordinator level.

Exhibit 5-11
Central Office Positions Related to Instruction in
Comparable School Divisions

School Division	Assistant Superintendents for Instruction/ Executive Directors	Directors	Supervisors	Coordinators/ Program Coordinators	Total
Martinsville City	**1**	**3**	**0**	**2**	**6**
Danville	1	5	0	5	11
Franklin City	1	2	0	0	3
Hopewell	2	2	2	1	7
Petersburg	1	2	1	7	11
Peer Division Average	1.2	2.8	.6	3	7.6

Source: Created by Evergreen Solutions from VDOE Web Site and School Division Web Sites, 2009.

While it is noteworthy to have a lean central office staff, the reduction in staff combined with the assumption of complex and competing duties can lead to overwhelming responsibilities. The sheer volume of testing and accountability reports, the growing population of English language learners, and the need for increased staff development to help staff meet the needs of all learners are concerns that will only increase during future years as the demand for accountability increases.

RECOMMENDATION

Recommendation 5-1:

Add two instructional coordinators—one in reading and one in math—to the MCPS Division of Teaching and Learning.

Currently, three people are responsible for curriculum development and revision in all curricular areas, staff development, school improvement, curriculum oversight in all curricular areas, and special programs, such as school counseling, Title III (Limited English Proficiency), English language learners, Section 504, Title IV (Safe and Drug Free Schools), psychological services, and family life. Hiring two instructional coordinators (one in reading/language arts and one in math) will facilitate development and revision of courses and curriculum:

- The reading coordinator should assume responsibility for curriculum and staff development efforts, k-12, for reading and language arts. This person could also oversee the Title I and ELL programs as well as assume responsibility for Title III.

- The math coordinator should assume responsibility for curriculum and staff development efforts, k-12, in math. This person could also oversee all student information reports.

- The current coordinator of curriculum, mentoring and federal programs should assume responsibility for curriculum and staff development efforts, K-12, in science and social studies, the family life education program, and the mentoring program.

FISCAL IMPACT

The average coordinator's position costs are $53,054 plus benefits (30 percent) of $15,916 for a total cost per position of $68,970. Two positions would cost $137,940. An estimated five hours of the assistant superintendent for instruction's time will be needed to change roles and responsibilities to implement this recommendation.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Add Two Coordinators	($137,940)	($137,940)	($137,940)	($137,940)	($137,940)

FINDING

In elementary schools, the Virginia Standards of Quality require average daily membership of

- 24:1 in kindergarten, with no class being larger than 29;
- 24:1 in grades one through three, with no class being larger than 30 students;
- 25:1 in grades four through six, with no class being larger than 35 students; and
- 24:1 in English classes in grades six through twelve.

In addition, school-wide ratios in middle and high schools should be no greater than 21:1, when all full-time teaching equivalents are considered.

Virginia also has class-size reduction funds which carry additional guidelines for kindergarten through third grade classes. These guidelines state that the class size ratio should be no greater than 19:1 in schools where there is 75 percent or greater free/reduced lunch, and no greater than 22:1 in schools who are at least 55 percent but less than 65 percent free/reduced lunch.

The student/classroom teacher ratio for MCPS is shown in **Exhibits 5-12** and **5-13.** At the elementary level, there are 57 classroom teachers serving 1,076 students, for an overall teacher/student ratio of 18.9:1. It is important to note, however, that the different staffing ratio at Albert Harris Elementary and Patrick Henry Elementary schools is attributed to their free/reduced lunch count. Albert Harris has 92 percent free/reduced lunch, while Patrick Henry has 53 percent. The division staff has accordingly staffed Albert Harris differently, paying attention to the class size reduction guidelines.

At the middle school level, there are 26.17 core teachers serving 500 students, for an average student/core teacher ratio of 19:1 in core classrooms. In addition, there are an additional 11 full-time teachers for the exploratory arts, for a school-wide average of student/total teacher ratio of 13.5 in the school. At the high school level, there are 60.84 teachers serving 792 students, for an overall ratio of 13:1.

Exhibit 5-12
Elementary Student/Teacher Ratios
2009-10 School Year

School	Grade	Classroom Teachers	Enrollment	Ratio	Class Size Reduction	SOQ Staffing
Albert Harris	K	5	84	16.8	19:1	
(92% free/reduced lunch)	1	6	94	15.7	19:1	
	2	6	105	17.5	19.1	
	3	6	96	16.0	19:1	
	4	5	107	21.4		25:1
	5	6	114	19.0		25:1
	Total	**34**	**600**	**17.6**		
Patrick Henry	K	4	80	20.0	22:1	
(53% free/reduced lunch)	1	4	76	19.0	22:1	
	2	4	91	22.8	22:1	
	3	3	64	21.3	22:1	
	4	4	94	23.5		25.1
	5	4	71	17.8		25:1
	Total	**23**	**476**	**20.7**		
Elementary Schools	K	9	164	18.2		
Total	1	10	170	17.0		
	2	10	196	19.6		
	3	9	160	17.8		
	4	9	201	22.3		
	5	10	185	18.5		
	Total	**57**	**1,076**	**18.9**		

Source: Martinsville City Public Schools, 2009.

Exhibit 5-13
Secondary Student/Teacher Ratios
2009-10 School Year

School	Grade	Core Teachers	Enrollment	Ratio	SOQ Staffing
Middle School	6	8.5*	184	21.6	25:1**
	7	9*	167	18.6	
	8	8.67*	149	17.2	
	Total	**26.17***	**500**	**19.1**	**21:1**
	With Exploratory Arts	**37.17**		**13.5**	**21.1**
High School	9		218		
	10		204		
	11		188		
	12		182		
	Total	**60.84***	**792**	**13.0**	**21:1**
Division	All	144.01	2,368	16.4	

Source: Martinsville City Public Schools, 2009.
*does not include exploratory arts teachers
**no greater than 24:1 in English classes

Exhibit 5-14 shows that MCPS has more teachers per 1000 students when compared to three of its four peers, resulting in lower student/teacher ratios. When comparing elementary to secondary, the high school student/teacher ratio is lower than three of its peer divisions, while the elementary student/teacher ratio is higher.

Exhibit 5-14
Ratio of Pupils to Classroom Teaching Positions
2007-08 School Year

School Division	Ratio of Pupils to Teaching Positions K-7	Student Teacher Ratio 8-12	Per 1,000 Students
Martinsville	**12:1**	**9.7:1**	**85.06**
Danville	11:4	10:5	82.63
Franklin City	8.8:1	13.6:1	86.80
Hopewell	11.2:1	10.9:1	84.42
Petersburg	12.2:1	9.4:1	80.30

Source: Virginia Department of Education, 2009.

The ratio of teachers to students is commendable. One of the most important research areas for student achievement has focused on the need for smaller class sizes, especially in high poverty schools. MCPS has taken a proactive stance in providing students in all four schools with lower student/teacher ratios.

COMMENDATION

Martinsville City Public Schools is commended for maintaining a student/teacher ratio that is lower than that required by the Virginia Standards of Quality at all levels.

FINDING

In order for a school division to fulfill its educational responsibilities to its students, parents, staff, and community, it must be properly staffed. Proper staffing also includes providing sufficient support staff to allow instructional personnel to focus on the roles and responsibilities for which they were hired. Teacher aides have become, historically, important support staff for teachers as they may assist teachers with non-instructional duties in addition to the instructional duties when needed. Nevertheless, there is scant research available to suggest that there is a positive relationship to student achievement.

MCPS has 53 positions that are classified as "paraprofessional" and used as instructional aides. **Exhibit 5-15** provides the number of aide positions that are employed at each K-12 school in the division. Aides are used for a variety of programs and services, including art, media, computer and special education programs; assistance in the office; in-school suspension; hall duty; kindergarten classrooms; and serving on various instructional teams.

Exhibit 5-15
Instructional Aide Staffing at K-12 Schools
2009-10 School Year

School	Student Enrollment	Number of Aides	Aide/Student Ratio
Albert Harris	600	22	27.3:1
Patrick Henry	476	16	29.8:1
Total Elementary	1,076	38	28.3:1
Martinsville Middle	500	8	62.5:1
Martinsville High	792	7	113.1:1
Total Secondary	1,292	15	86.1:1
Total Average	**2,368**	**53**	**44.7:1**

Source: Martinsville City Public Schools, 2009.

Exhibit 5-16 presents the aide/student ratio in Martinsville City Public Schools with that of peer school divisions. As may be seen, MCPS has made some progress in reducing the number of aides in the division, but it still remains far higher than those of peer groups.

Exhibit 5-16
Teacher Aides in Comparison to Peer Groups
2007-08 School Year

School Division	Student Enrollment	Teacher Aides	Per 1,000 Students
Martinsville	**2,442**	**55.00**	**22.24**
Danville	6,675	98.11	14.78
Franklin City	1,317	22.00	16.67
Hopewell	3,921	63.00	16.52
Petersburg	4,782	55.00	11.46

Source: Virginia Department of Education, 2009.

Given the current economic climate, there is no doubt that MCPS will need to look carefully at its resources and determine which are the most likely to improve student achievement.

RECOMMENDATION

Recommendation 5-2:

Reduce the number of teacher aides in Martinsville City Public Schools by at least five positions.

Reducing the number of aides by five positions will put MCPS closer to their peers but even then they will remain at the highest end of the ratio. The superintendent and the school board should determine the best place for these reductions. An examination of other middle and high schools, for example, may suggest that this is a place where there is overstaffing. There may also be overstaffing at the elementary level, where many personnel have teaching aides.

FISCAL IMPACT

The average assistant's salary is $16,000 plus benefits (30 percent) of $4,800 for a total cost per position of $20,800 or a total of $104,000.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Delete Five Teacher Aides	$104,000	$104,000	$104,000	$104,000	$104,000

The assistant superintendent of instruction should work with school administrators to implement the recommendation. About four hours of her time will be required.

FINDING

Guidance counselors provide a variety of services in schools, depending upon the nature of the program and the philosophy of the division about the services that should be provided. A comprehensive school guidance program generally contains four program components:

- classroom guidance;
- individual planning
- responsive services; and
- system support.

At the elementary level, in particular, the classroom guidance component is critical to ensure that all students have access to a well-articulated guidance curriculum. At the secondary level, guidance programs tend to focus more on individual planning and responsive services, with occasional classroom guidance.

The school library media program is integral to the school and also provides a mechanism to explore topics beyond the classroom course of study. A wide range of resources and information is typically provided to ensure that the educational needs and interests of students are met. At all levels, the school librarian is an important resource to the school, providing important resources to students as well as teachers and staff.

The Standards of Quality for guidance counselors and librarians require the following:

Guidance Counselors

- Elementary schools: one hour per day per 100 students, one full-time at 500 students, one hour per day per 100 students or major fraction thereof.

- Middle schools: one period per 80 students, one full-time at 400 students, one additional period per 80 students or major fraction thereof.

- High schools: one period per 70 students, one full-time at 350 students, one additional per 70 students or major fraction thereof.

Librarians

- Elementary schools: one part-time to 299 students, one full-time at 300 students.

- Middle schools: one half-time to 299 students, one full-time at 300 students, two full-time at 1000 students.

- High schools: one half-time to 299 students, one full-time at 300 students, two full times at 1000 students.

Exhibit 5-17 provides the current staffing of guidance counselors and librarians in MCPS. As can be seen, the division exceeds the guidance staffing standards at all levels, and meets the standards for librarians at all levels.

Exhibit 5-17
Guidance and Librarian Staffing at K-12 Schools
2009-10 School Year

School	Student Enrollment	Number of Counselors	Number of Librarians
Albert Harris	600	2	1
Patrick Henry	476	2	1
Total Elementary	1,076	4	2
Martinsville Middle	500	2	1
Martinsville High	792	4*	1
Total Secondary	1292	6	2
Total MCPS	**2,368**	**10**	**4**

Source: Martinsville City Public Schools, 2009.
*include a college counselor who is an employee of a university

Exhibit 5-18 shows comparison data with peer school divisions. As may be seen, the ratio of counselors and librarians per 1,000 students is higher than all but one school division.

Exhibit 5-18
Total Guidance Counselor and Librarian Positions Per 1,000 Students
2007-08 School Year

School Division	Guidance Counselors and Librarians	Per 1,000 Students
Martinsville	**12.91**	**5.22**
Danville	31.68	4.77
Franklin City	6.50	4.93
Hopewell	16.00	4.20
Petersburg	29.00	6.04

Source: Virginia Department of Education, 2009.

In schools where there is a high poverty rate, a case can be made for staffing counselors at a higher level than the SOQ—which are minimum standards.   This is especially true at the middle and high school levels, where needs of students become more complex as a division strives to provide the guidance needed to set students on their postsecondary educational pursuits.

RECOMMENDATION

Recommendation 5-3:

Reduce the number of guidance counselors by one FTE at the elementary level.

The need for two guidance counselors at an elementary school that is under 500 students is not clearly evident.   The SOQ standard requires one at 500 students and then a fraction of one for every 100 students over that number. Having three counselors at the elementary level should be sufficient.

FISCAL IMPACT

The average elementary counselor position is $44,858 plus benefits (30 percent) of $13,457 for a total cost per position of $58,315.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Reduce One Elementary Guidance Counselor	$58,315	$58,315	$58,315	$58,315	$58,315

The assistant superintendent should work with the principal of the elementary school to provide support for implementation; this should take no more than two hours.

FINDING

As mentioned earlier, guidance counselors provide a variety of services in schools and school divisions.   At the elementary level, in particular, the classroom guidance component is thought to be critical to ensure that all students have access to an articulated guidance curriculum. The American School Counselors Association suggests that counselors spend 45 percent of their time delivering classroom guidance.

Interviews with staff members have suggested that the guidance program at the elementary level is not consistent, and that the guidance program at one school is more administrative in nature. Comments included the following:

- *Guidelines only contain procedures. There are broad guidelines, but each school can do its own thing.*

- *We need more consistency with MCPS guidelines. Classroom guidance is not in place at both schools.*

RECOMMENDATION

Recommendation 5-4:

Ensure that there are division guidelines that require the delivery of classroom guidance at both elementary schools.

Classroom guidance lessons by counselors are important ways for counselors to access all students in a school. By visiting classrooms throughout the year, counselors not only build lessons that address issues pertinent to individual classrooms, but they also open the door for students to feel more comfortable approaching the counselor when there are individual problems.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.2   *SCHOOL ADMINISTRATION AND DECISION MAKING*

The primary focus in any school division is on the education of its students. The delivery of educational services occurs at the school level through prescribed curricula and programs. School-level management is critical to the success of a school division. The parameters for school-level management decisions typically include scheduling, safety and security, student discipline, employee retention, and school climate. In this model, teams of individuals who actually provide the services are given decision-making authority and are held accountable for the results. The school as the focal point for change is emphasized throughout *No Child Left Behind*.

Providing schools with more decision-making authority is expected to result in higher student performance, more efficient use of resources, increased satisfaction and skills of school-based personnel, and greater involvement and support of the school division. School improvement planning is critical in this model.

FINDING

MCPS has been actively involved in the effective schools movement, using the research from effective schools to guide its school improvement efforts. Each school is organized around five to seven teams which are correlates of the effective schools school improvement model. These teams each have a different focus:

- home-school relations;
- safe and orderly environment;
- climate of high expectations for success;
- instructional leadership;
- clear and focused mission;
- opportunity to learn;
- student time on task; and
- frequent monitoring of student progress.

The school improvement process builds upon the presence of these teams. The School Improvement Team from each school is composed of staff members and parents. The process is shown in **Exhibit 5-19.**

Exhibit 5-19
School Improvement Planning Process
2009-10 School Year

School Improvement Planning Process → May-June School Leadership Teams (SLT) meet to plan for the 2009-2010 school year → Summer – Division Leadership Team meets to set division goals

Aug – SLT work together to develop School Improvement Plans

Early September – Asst Superintendent reviews/gives feedback to schools

Sept 30 – SLT finalize plans/review with staff

Plan developed and reviewed?
yes / no

Plans are completed, revised and reviewed with staff

Implement and monitor (continuous process)

Source: Martinsville City Public Schools, 2009

A review of the school improvement plans reveals that there is focus on student achievement throughout the school division.   That focus is driven by the MCPS goals.

- Martinsville Middle School and Martinsville High School, for example, have a goal of having all students in any AYP subgroup meeting or exceeding the state benchmarks of 85 percent in reading and math.

- Albert Harris Elementary School has a goal to reduce the number of "not proficient" students on the SOL math and reading tests by 50 percent.

- Patrick Henry Elementary School has a goal that 95 percent of its students will pass benchmark and SOL tests at the appropriate grade level.

For the upcoming school year, the assistant superintendent's office provided guidelines to ensure more consistency in school improvement plans. The plans from each school will include goals, measureable objectives, action steps, a projected time frame, the person(s) responsible, the identification of any financial or other resources needed, and a place to indicate the status of the objective.

As may be seen in **Exhibit 5-20,** the staff understand and use the division plans to guide its daily decision making, and also indicate that they understand the relationship of their daily work to the division's goals.

Exhibit 5-20
Relationship of Work to MCPS Strategic Plan
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
I know how my work activities and objectives tie to the division's strategic plan.				
Central Office Administrators	100.0%	0.0%	93.7%	1.6%
Principals	100.0%	0.0%	89.6%	0.0%
Teachers	91.9%	0.6%	76.4.%	9.3%

Source: Evergreen Solutions Survey Results, 2009.

Exhibits 5-21, **5-22,** and **5-23** show the progress the division has made over the past three years. **Exhibit 5-21** shows that the division has made AYP for the past three years as have three of the four schools. Martinsville Middle School has made AYP in one of these three years.

COMMENDATION

MCPS staff members are commended for their school improvement process which has led to increases in SOL testing results and in the AYP pass rate.

Exhibit 5-21
Adequate Yearly Progress (AYP)
2006-07 through 2008-09 School Years

	2006-07		2007-08		2008-09	
School	**Made AYP**	**Did Not Make AYP**	**Made AYP**	**Did Not Make AYP**	**Made AYP**	**Did Not Make AYP**
Martinsville City	X		X		X	
Martinsville High	X		X		X	
Martinsville Middle		X	X			X
Albert Harris Elementary	X		X		X	
Patrick Henry Elementary	X		X		X	

Source: Martinsville City Public Schools, 2009.

Exhibit 5-22
SOL English Trend Data by School
2006-07 to 2008-09 School Years

School	2006-07	2007-08	2008-09
Albert Harris	72	78	87
Patrick Henry	87	85	90
Martinsville Middle	71	74	74
Martinsville High	94	87	95
Division	**77**	**79**	**83**

Source: Martinsville City Public Schools, 2009.

Exhibit 5-23
SOL Math Trend Data by School
2006-07 to 2008-09 School Years

School	2006-07	2007-08	2008-09
Albert Harris	79	75	91
Patrick Henry	90	85	92
Martinsville Middle	63	71	72
Martinsville High	88	83	89
Division	**77**	**78**	**84**

Source: Martinsville City Public Schools, 2009.

FINDING

As stated in **Chapter 2**, the superintendent has formed a District Leadership Team which is composed of key central office staff, building principals, and teachers from each school. The School Leadership Team (SLT) has a retreat during the summer to review district and school data, discuss school board goals, and discuss articles that have been read. During the retreat, both central office and building staff members are expected to present their plans for the upcoming year.

The School Leadership Team, along with the District Leadership Team, also meets once a month. During these meeting, a variety of topics are discussed. While there is an agenda for the meeting, members of the team also feel comfortable bringing up items not on the agenda. Staff members on this team generally indicated that these are very important discussions during which

all participants get a better sense of the division's goals and plans. In addition, these meetings provide the vehicle for staff members to present data about their schools.

While principals choose which teachers participate on the team, most indicated that teachers are generally rotated.   Principals also indicated that they choose teacher leaders who can influence their peers. The number of teachers selected is based on the size of the school, with as many as four or five teachers from a larger school.

COMMENDATION

MCPS is commended for forming a District Leadership Team which involves teachers and administrators playing a critical role in the school improvement process.

FINDING

The budget process and its transparency is an important part of site-based management. In most site-based management systems, each school is given a budget that the school can spend as it sees fit. In this type of management structure, the division determines the total funds needed, determines the division-wide costs (such as the food services, maintenance, central administration, and transportation), and allocates the remaining funds to the schools. The allocation to each school is determined by a formula that considers not only the number of students but the needs of students at that school.

At the most extreme level of site-based management, each school determines how to spend the lump sum allocated by the central office in such areas as personnel, equipment, and supplies. In some districts, surplus funds can be carried over to the next year or be shifted to a program that needs more funds. Divisions which foster site-based management create school management teams that include the principal, parent and teacher representatives, and sometimes community members and students.

Exhibit 5-24 provides the textbook fund allocations to MCPS schools. As may be seen from this example, the per pupil allocation varies from $99 per student to $180 per student. Two of the budgets have expended more than they were originally allocated. While this may not be uncommon, it does suggest a need for revisiting the budget allocation process to ensure that sufficient funds are allocated to each school in an equitable manner.

Exhibit 5-24
Textbook Allocation
2009-10 School Year

School	Student Enrollment	Textbook Allocation	Per Pupil Allocation	YTD Expended
Albert Harris	600	$67,506	$113	$68,058
Patrick Henry	476	$45,004	$96	$76,292
Total Elementary	1076	$112,510	$105	$144,350
Martinsville Middle	500	$90,000	$180	$63,637
Martinsville High	792	$78,606	$99	$130,747
Total Secondary	1292	$168,606	$131	$194,384

Source: Martinsville City Public Schools, 2009.

Evergreen found little evidence that there is a budget process that is understood by school staff. Cost center managers who were asked about budgeting decisions and priorities could not explain how decisions are made or priorities set. Some indicated that there were no site-based budget committees. Others were unaware of their budget allocation.

To confirm this finding, Evergreen examined some of the responses to the survey. Questions related to site-based management received some of the lowest scores. **Exhibit 5-25** shows that the responses to these questions are comparable to the comparison group in Evergreen divisions and, in some cases, lower.

Exhibit 5-25
Evergreen Survey Results on Budget Questions
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Site-based budgeting is used effectively to extend the involvement of principals and teachers.				
Central Office Administrators	80.0%	0.0%	48.6%	19.1%
Principals	76.9%	7.7%	68.4%	15.4%
Teachers	45.0%	7.0%	44.8%	25.5%
Campus administrators are well trained in fiscal management techniques.				
Central Office Administrators	50.0%	0.0%	46.4%	17.1%
Principals	61.5%	23.1%	63.3%	25.8%
Teachers	41.8%	2.9%	44.8%	25.5%

Source: Evergreen Solutions Survey Results, 2009.

School divisions who strive for sustainable results often turn to site-based management as a way to ensure that results will outlast any one administrator or personality. This movement, especially in the area of budget, will empower staff and help it prepare for the future.

RECOMMENDATION

Recommendation 5-5:

Implement site-based budget management that is more transparent to the school community.

Shifting more responsibility and authority for school budgets to the schools can result in realistic budgeting and a better alignment of financial and instructional resources. Such an approach can also develop a renewed sense of ownership and accountability within the school community.

FISCAL IMPACT

There is no fiscal impact to this recommendation. The estimated time to implement this recommendation is addressed in the fiscal impact for **Recommendation 4-10**.

5.3   CURRICULUM POLICIES AND MANAGEMENT

The MCPS Division of Teaching and Learning is led by an assistant superintendent for instruction, three directors, and two coordinators. This office is responsible for all curriculum development efforts in K-12, staff development, and special programs— including gifted education, special education, and English language learning. The office also oversees all testing and accountability as well as grants.

FINDING

As discussed earlier, there has been noticeable improvement in the SOL test scores during the past three years. There are many possible reasons for the improvement in test scores, but one noticeable practice is the focus on data within the division.

Exhibit 5-26 shows level of agreement to the statement *"The division uses detailed classroom-level data for instructional decision making"*.   As may be seen, teachers and building administrators have a high level of agreement to this statement and that agreement far surpasses those of the comparison group. Eighty-nine (89) percent of teachers and slightly over 92 percent of building administrators *agree* with this statement.

Exhibit 5-26
Use of Classroom Data for Instructional Decision Making
MCPS and Districts in Evergreen's Survey Database

Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Central Office Administrators	100.0%	0.0%	11.8%	35.4%
Principals	92.3%	7.7%	61.3%	30.7%
Teachers	89.0%	1.7%	42.4%	36.6%

 Source: Evergreen Solutions Survey Results, 2009.

MCPS gathers data from a variety of sources. A variety of assessments are used strategically throughout the year in the appropriate grade levels: Stanford Diagnostic Reading, Stanford Diagnostic Math, PALS, and the STAR Reading Assessment are among the formal tests used. Benchmark testing is also administered. Most importantly, the data collected from these assessments are reviewed regularly by teaching and administrative staff members as instructional plans evolve.

Extensive data are also posted on the MCPS web site. That data include not only the results of tests, but also other performance data, such as the average number of hours principals spend observing classes, the teacher absentee rate, the percentage of students receiving Ds and Fs in core academic subjects, the percentage of teachers doing home visits, and the number of students referred to the office.

During meetings with the Leadership Team and in individual meetings with principals, the focus on data was clearly evident.   It is not unusual for building principals to present their school

data at these meetings. As one staff member said "*He* (the superintendent*) keeps data in the forefront of everything*."

COMMENDATION

Martinsville City Public Schools is commended for its meaningful use of data to inform instruction.

FINDING

The MCPS curriculum adheres to the Standards of Learning.   The division adheres to the SOL revision schedule issued by Virginia to guide its curriculum development efforts. The curricular framework developed by the state is also an integral part of the local curriculum.

The MCPS web site states that the curriculum review process is a combination of informal and formal review at all levels (K-12).   Throughout the year, grade-level teams and core subject area teams meet to discuss and review the pacing to make certain that instruction is aligned with the written curriculum. During each grading period, teachers and administrators meet to review the benchmark data and curriculum to address any alignment/ instructional issues. Finally, at the division level, teams of teachers, led by instructional administrators, analyze the SOL testing data to determine areas of strength and weakness in alignment, instruction, and curriculum/ pacing. These data, combined with state documents (such as the curriculum frameworks and test blueprints), drive formal alterations of the MCPS curriculum and pacing guides. In fact, 74.7 percent of teachers indicated that teachers are generally pleased, and that the overall curriculum planning is *adequate* and/or *outstanding*, compared to 47.4 percent of teachers in the Evergreen comparison database.

There are, however, few written procedures for curriculum development or revisions. Because the curriculum is viewed as the same as the Standards of Learning, any curriculum revisions that take place occur after the state has modified its standards. Much of the curriculum efforts have focused on curriculum pacing guides for these standards.

The efforts to have the SOL implemented throughout the division is noteworthy, however, the lack of a written process has resulted in some confusion when high school courses are added or dropped.

RECOMMENDATION

Recommendation 5-6:

Modify the curriculum review process to include a standing committee of K-12 teachers.

There are many examples of written curriculum development and review procedures that involve K-12 teaching staff. The curriculum review procedure could:

- specify the membership of a curriculum advisory committee to include elected teacher representatives from all schools as well as administrators;

- delineate the functions and duties of the committee to include the review of all curriculum modifications, deletions, and additions;

- outline the procedures to be followed including timelines, notifications to staff and PTAs, and opportunities for feedback;

- include forms that provide enough information about the proposal, staffing, and budget implications; and

- ensure that recommendations from the committee proceed to the superintendent with all necessary documentation in order for the superintendent to make an informed opinion about forwarding the proposal to the school board.

Once a curriculum review process is developed, copies of the process should be widely disseminated, along with all necessary forms for those wishing to initiate a curriculum modification.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The assistant superintendent of instruction should take no more than three hours to implement this recommendation.

FINDING

Exhibit 5-27 provides a list of board policies that are used to guide curriculum development and revision efforts.

Exhibit 5-27
List of Board Policies Related to Curriculum Development

Board Policy	Description	Last Revision
IF: Curriculum Development:	Briefly describes purpose of goal-development policy. Superintendent presents courses/programs to board.	May 14, 2007
IFD: Curriculum Adoption	Specifies that curriculum shall meet requirements of code and regulations of state board of education. Proposed changes must be submitted in writing to Assistant Superintendent for review with superintendent.	May 14, 2007
IFE: Curriculum Guides and Course Outlines	Indicates that curriculum guides and courses of study shall be reviewed and revised continually. Superintendent budgets funds and may appoint advisory committees of staff, if needed.	May 14, 2007
IGA: Basis Instructional Program	States that instructional programs shall be developed to maintain balanced, integrated and sequentially articulated curriculum and aligned to SOL.	May 14, 2007

Source: MCPS Board Policy Manual, 2009.

These four policies are general in nature. Policy IFD is less than one half a page and states:

The curriculum is defined as the total of all social and educative experiences that occur as a part of the school program. Elements that interact to modify the designed curriculum within the Martinsville City Public Schools include developments in technology, social relationships, community interests and needs, and the individual characteristics of teacher and student.

The curriculum is designed to assist the students in achieving their potential. Values and purposes are developed as the school staff promotes the individual physical, mental, social-emotional, and moral development through daily interaction.

The curriculum shall meet the requirements of the Code of Virginia and regulations of the State Board of Education.

Proposed curriculum and program changes shall be submitted, in writing, to the assistant superintendent for review with recommendations to the superintendent

Some divisions have policies that have more specificity so that the school community clearly understands the school board's expectations. The following statements could be incorporated into Policy IFD to communicate clearer expectations:

The principal, as instructional leader in a building, will take the lead in ensuring that the adopted curriculum is implemented.

No basic course of study will be eliminated…nor will any sharp reduction or alteration in a course of study be made without prior board approval.

The assistant superintendent's office will implement the division's curriculum review procedure if curriculum is modified, deleted, or added.

There were no procedural guidelines or regulations accompanying these policies. If the policy is general, as in the example cited earlier, then guidelines or regulations which provide more specificity would help to provide clarity.

RECOMMENDATION

Recommendation 5-7:

Revise the school board policy(s) on curriculum development so that more specificity is provided with regard to persons responsible and the curriculum review process used.

The development of a formal curriculum review process should address this specificity, as will clarity about the responsibilities in curriculum oversight and implementation. Once the new policy(s) is adopted by the board, specific guidelines or regulations should be developed.

FISCAL IMPACT

There is no fiscal impact to this recommendation. The assistant superintendent of instruction should draft the recommended policy and submit the draft to the superintendent before submitting to the school board for adoption. This process should take no more than two hours of her time.

FINDING

One meaningful strategy for ensuring adherence to the prescribed curriculum is through continual monitoring of instruction. This is another practice that stands out in Martinsville City Public Schools. This monitoring takes form in several ways. There is a clear expectation for principals to be in classrooms conducting observations each day. Data on the school web site indicates that the elementary principal spent an average of two to three and a half hours in classrooms daily during the month of October, the middle school principals spent an average of just under four hours in classrooms; and the high school principal spent an average of one hour. These observations are documented on a classroom observation log and submitted monthly.

Classroom walk-throughs are an expectation for all principals and administrators. The walk-throughs have a well-developed form which identifies "look-fors". Items to look for are grouped under lesson planning, instructional strategies, student engagement, and assessment. Principals and other administrators document the time they were in the classroom and the presence of these indicators.

Exhibit 5-28 indicates the percentage of staff members who indicated that principals and teachers are held accountable for ensuring students learn.

Exhibit 5-28
Evergreen Survey Results on Accountability
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Teachers are held accountable for ensuring student learning.				
Central Office Administrators	77.8%	11.1%	70.4%	19.0%
Principals	100.0%	0.0%	87.5%	12.0%
Teachers	93.7%	0.6%	85.9%	7.8%
Principals are held accountable for ensuring student learning.				
Central Office Administrators	80.0%	0.0%	79.7%	13.3%
Principals	100.0%	0.0%	95.0%	0.0%
Teachers	86.6%	2.3%	74.7%	12.7%

Source: Evergreen Solutions Survey Results, 2009.

One hundred percent of principals indicated that both they and teachers are held accountable. Slightly less than 94 percent of teachers indicated that they are held accountable and slightly less than 87 percent of teachers indicated that principals are held accountable. The awareness of

accountability comes from a variety of sources, but the visibility of administrators in the school and classrooms heightens this awareness.

Comments from staff echoed the prevalence of "walk throughs" and stated:

> *We must be in the classroom one hour a day and document it.*

> *We have had "walk through" training and instructional "look fors".*

> *Walk-throughs are important. Accountability is part of our culture.*

> *Dr. Kizner and his staff and principals from other schools come and do walk-throughs and observations.*

> *We're measured by our relationships with children...through walk-throughs, discipline referrals, achievements. Everyone has this as their attitude.*

> *Administrators are in classroom every day. It's part of our culture.*

COMMENDATION

MCPS is commended for its emphasis on walk-throughs and classroom observations as a vehicle for monitoring the implementation of the curriculum.

FINDING

Professional development is another critical ingredient for ensuring that staff members have the necessary resources to implement the curriculum successfully. MCPS has had an extensive staff development effort during the past few years. The annual MCPS staff development plan notes that professional development is continuing education that offers multiple opportunities (such as classes, conferences, and workshops). The school calendar reinforces this commitment by preserving two days during the school year for professional development, five days with early dismissal for collaborative planning, and three days before school for professional development. The opening convocation this past year featured a keynote speaker who focused on what works in high performing/high poverty schools. This keynote session was followed by several breakout presentations with all staff, who had the opportunity to have follow-up sessions with the keynote speaker as well as other sessions on a variety of related topics.

Teachers and administrators have been sent to many conferences, speakers have been brought into the division, and local workshops have been held. MCPS has expended a great deal of effort to send a sizable number of staff members to a variety of conferences— including those sponsored by the Virginia Association of Supervision and Curriculum Development, the Virginia Association of School Superintendents, Response to Intervention Institute, and the Annual Effective Schools Conference. The annual Effective Schools Conference has involved the greatest number of persons: a school board member, the superintendent, assistant superintendent, directors, principals, teachers, guidance counselors, and media specialists. These conferences have generally been funded by grants from the Harvest Foundation. What is most impressive with the professional opportunities as a whole is the extensive follow through that is planned afterwards. This is most evident with the Effective Schools effort.

Professional development sessions that have been offered within the division either through workshops, classes, or web seminars have included a plethora of opportunities, including:

- technology sessions, including use of smart board;
- pyramid of interventions;
- teaching strategies in content areas;
- teaching strategies in reading, writing and math;
- the battle over report cards: grading policies that work;
- closing the implementation gap;
- making differentiated instruction work;
- classroom instruction that works;
- school site visits from the Center for Performance Assessment;
- framework for understand poverty;
- high performance/high poverty schools; and
- vertical teaming.

In addition to these offerings, the MCPS web site maintains several links to online learning for teachers. The web site also offers a well-developed mentoring program for teachers new to the division.

There is a clearly expressed value for this staff development throughout the division. **Exhibit 5-29** shows that teachers and administrators both perceive there are ample high quality professional development opportunities for teachers.

In response to the statement "*There are not enough high quality professional development opportunities for teachers*," slightly more than 16 percent of teachers *agree*, compared to 26 percent in the Evergreen comparison group. Significantly, principals also perceive there are high-quality professional opportunities. In response to the statement "*There are not enough high quality professional development opportunities for school administration,*" over 61 percent of principals *disagree*, compared to only 33 percent in Evergreen's comparison divisions.

Exhibit 5-29
Survey Results on Professional Development Opportunities
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
There are not enough high quality professional development opportunities for teachers.				
Central Office Administrators	10%	70%	12.6%	74.2%
Principals	23.1%	69.2%	15.5%	64.3%
Teachers	16.2%	60.1%	26.1%	57.4%
There are not enough high quality professional development opportunities for school administrators.				
Central Office Administrators	20.0%	60.0%	24.5%	70.3%
Principals	23.1%	61.5%	56.4%	33.1%
Teachers	9.8%	34.5%	11.6%	30.3%

Source: Evergreen Solutions Survey Results, 2009.

COMMENDATION

MCPS is commended for the variety of professional development opportunities they have offered to teaching and administrative staff (also see Section 3.7 on Chapter 3).

FINDING

As mentioned earlier, schools must be properly staffed to ensure that student needs are addressed. Teacher aides are important support staff for teachers as they may assist teachers with instructional as well as non-instructional duties. MCPS has 53 positions that are classified as "paraprofessional" and used as instructional aides. These aides are used for a variety of programs and services, including the art, media, computer and special education programs as well as in kindergarten classrooms and various instructional teams.

While there are abundant professional development opportunities for the teaching and administrative staff, there does not appear to be as many opportunities for teaching assistants. A review of the past three years of topics revealed that the audience consisted mainly of administrators and teachers. While aides are required to be at the opening convocation and workshops on the first day of school opening, other opportunities are more dependent on the building administration.

Staff members comments reflect a concern that teaching assistants have not been included in professional development opportunities that focus on students and instruction:

- *Would like aides to get some training before school or be able to go to conferences.*

- *Aides don't go to correlate meetings. Aides get assigned to a team before school starts, but they have no training.*

- *They wait until last moment to assign aides so it's hard to provide training to them. Some of them do not have the training they need.*

RECOMMENDATION

Recommendation 5-8:

Provide staff development opportunities to teacher aides by including them in some of the professional development days before school as well as during the school year.

Teacher aides should be included in selected professional development activities. These meetings and workshops can be used as an opportunity for teachers and teacher aides to dialog about meaningful topics.

FISCAL IMPACT

There is no fiscal impact to this recommendation. The assistant superintendent of instruction should determine which professional development activities are appropriate for teacher aides; this should take no more than two hours of time.

Also see Section 3.7 Professional Development in Chapter 3.

FINDING

On the convocation brochure, MCPS has the statement that MCPS is a "place where learning has no limits". This statement communicates the culture of high expectations within the school division. These high expectations may be seen in a variety of ways.

The middle school, for example, offers Algebra I and Geometry to both seventh and eighth grade students. At the eighth grade level, student electives are all high school credit bearing courses. Students choose from a variety of electives including Art 9, Drama 9, Spanish I, Physical Education/Health 9, Advanced Band, Principles of Business and Marketing, and Digital Input Technology. As a result of these offerings, all middle school students arrive in the high school with at least one high school credit course, if not more. Among a variety of offerings at the high school level is the Accelerated College Education Academy (ACE). ACE is a partnership with Patrick Henry Community College that begins with rising juniors and allows them to earn 62 credits that culminate in an associate degree.

Exhibit 5-30 provides the number of graduates and their post-graduate plans in MCPS compared to peer school divisions.

Exhibit 5-30
Graduation Rate and Post-Graduation Plans in
MCPS and Peer School Divisions

Class of 2008	Martinsville	Danville	Franklin City	Hopewell	Petersburg
Fall Membership 9th grade 2004-05	**273**	764	115	396	547
Total Diploma Graduates 2007-08	**191**	471	75	183	269
Diploma Graduates as Percentage of Ninth Grade Membership	**70.0%**	61.6%	65.2%	46.2%	49.2%
Two or four-year college plans	**96.5%**	78.9%	69.6%	71.6%	63.4%
Other continuing education plans	**3.6%**	3.2%	6.7%	5.95	9.5%
Employment	**0.0%**	12.4%	22.4%	22.0%	25.4%
No Plans	**0.0%**	5.6%	1.1%	0.5%	1.8%

Source: Virginia Department of Education, 2009.

As can be seen in this exhibit, MCPS is higher than its peer school division in every category. During the visit, many staff members shared the sentiment below expressed by one staff member:

We have high expectations for each student. We share a common focus and common language. It is exciting to be part of this division.

COMMENDATION

MCPS is commended for the culture of high expectations found throughout the school division.

5.4   *SPECIAL EDUCATION PROGRAMS*

MCPS provides special education services in both a collaborative and self-contained manner. At the elementary level, there are seven teachers, four of whom service students in an inclusion model and three of whom serve students in a self-contained model. At the middle school, there are seven teachers, five of whom serve students in an inclusion model and two of whom serve students in a self-contained model. At the high school, there are three self-contained teachers and five teachers providing services in an inclusion model. Those students who are served in self-contained classrooms are generally those with multiple disabilities, intellectual disabilities, or emotional disabilities.

FINDING

There are monthly divisionwide team meetings for teachers in the special education program, with professional development offered during these meetings. The division has currently been piloting Response to Intervention (RTI), an assessment model that requires students coming before eligibility to have had some level of intervention before they are considered for eligibility.

Exhibit 5-31 shows the percentage of MCPS students who are in special education compared to peer divisions. The special education student count has dropped during the past three years. In 2005, the division December 1 child count was 344; in December 2008, that number had dropped to 304 students.

Exhibit 5-31
Special Needs Students
2007-08 School Year

School Division	Total Student Population	Special Needs Student December Count	Percent Special Education Students*
Martinsville	**2,442**	**304**	**11.92%**
Danville	6,675	1,031	15.73%
Franklin City	1,317	229	17.63%
Hopewell	3,921	663	15.82%
Petersburg	4,782	540	11.55%
Peer Division Average	**3,827**	**553**	**14.53%**

Source: Virginia Department of Education, 2009.

Exhibits 5-32 and **5-33** display performance data of students in Martinsville with students in peer school divisions. As may be seen, MCPS students have the highest graduation rate (55.17 percent) and highest performance on the Standards of Learning tests than students in peer school divisions.

Exhibit 5-32
Graduation Rate of Special Needs Students
2007-08 School Year

School Division	Total Student Population	Graduation Rate	Met State Target	Standard Diploma	Advanced Diploma
Martinsville	**304**	**55.17%**	**Yes**	**11**	**5**
Danville	1,031	24.68%	No	15	4
Franklin City	229	38.89%	No	7	0
Hopewell	663	28.00%	No	6	1
Petersburg	540	3.23%	No	1	1

Source: Virginia Department of Education, 2009.

Exhibit 5-33
Students with Disabilities Proficiency Rate
Comparison of MCPS with Peer Divisions
2006-07 through 2008-09 School Years

School/Division	2006-07		2007-08		2008-09	
	English	Math	English	Math	English	Math
Martinsville City	**65%**	**72%**	**78%**	**85%**	**84%**	**83%**
Danville	60%	56%	56%	54%	62%	69%
Franklin City	50%	54%	75%	62%	80%	55%
Hopewell	71%	65%	62%	53%	63%	61%
Petersburg	31%	29%	49%	45%	61%	67%

Source: Virginia Department of Education, 2009.

Exhibit 5-34 shows the performance of special education students when compared to all students within the division. As can be seen, the pass rate for special education students has improved significantly during the past three years at all three levels. This increase in performance is impressive and underscores the work MCPS has done during the past three years to teach and reach all students.

Staff in MCPS indicate that the special education program is effective for their students. **Exhibit 5-35** shows that 100 percent of central office administrators believed this to be the case, compared to under 70 percent of central office administrators in Evergreen's comparison districts. One hundred (100) percent of building administrators also *agree* with this statement, compared to 75 percent of building administrators in Evergreen's comparison districts. And finally, slightly less than 82 percent of MCPS teachers *agree* with this statement, compared to less than 65 percent in Evergreen's comparison district database.

COMMENDATION

Martinsville City Public Schools is commended for offering an effective program for special education students in an inclusive environment.

Exhibit 5-34
Percentage of All Students and Students With Disabilities in MCPS Schools
2006-07 through 2008-09 School Years

Percentage of Students Passing				
School	Student Subgroup	2006-07	2007-08	2008-09
English Performance				
High School	All Students	94%	87%	95%
	Students With Disabilities	77%	61%	97%
Math Performance				
	All Students	88%	83%	89%
	Students With Disabilities	80%	85%	83%
English Performance				
Middle School	All Students	71%	74%	74%
	Students With Disabilities	60%	89%	80%
Math Performance				
	All Students	63%	71%	72%
	Students With Disabilities	67%	90%	83%
English Performance				
Albert Harris Elem	All Students	72%	78%	87%
	Students With Disabilities	79%	78%	89%
Math Performance				
	All Students	79%	75%	91%
	Students With Disabilities	72%	85%	86%
English Performance				
Patrick Henry Elem	All Students	87%	85%	90%
	Students With Disabilities	50%	64%	71%
Math Performance				
	All Students	90%	89%	92%
	Students With Disabilities	81%	86%	80%

Source: Virginia Department of Education, 2009.

Exhibit 5-35
Effectiveness of Special Education Programs
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The division has effective programs for Special Education.				
Central Office Administrators	100.0%	0.0%	69.6%	13.4%
Principals	100.0%	0.0%	75.0%	11.5%
Teachers	81.6%	8.6%	64.5%	27.5%

Source: Evergreen Solutions Survey Results, 2009.

FINDING

The budget for MCPS special education program is shown in **Exhibit 5-36**. As can be seen, MCPS budgets $413,464 for the elementary program, inclusive of personnel; $487,050 for the middle school, inclusive of salaries; and $302,220 for the high school, inclusive of salaries. This

amount includes funding for related services, testing supplies and services, and other contracted services.

Exhibit 5-36
Budget for Special Education Program
2008-09 School Year

School	Budgeted	Expended
Albert Harris Elementary	$271,327	$397,718
Patrick Henry Elementary	$142,137	$113,816
Martinsville Middle	$487,050	$435,939
Martinsville High	$302,220	$255,769

Source: MCPS Finance Office, 2009.

In 2008-09, MCPS expended $429,436 on related services. Over half of this money was due to related services that are contracted out to a regional center for speech and language services.

RECOMMENDATION

Recommendation 5-9:

Hire a full-time speech and language therapist to serve students.

In an effort to save dollars, MCPS should hire a therapist as an employee rather than outsource these services.

FISCAL IMPACT

The Bureau of Labor Statistics indicates that the median annual salary for a speech and language therapist was $62,930 in May 2008.   With benefits at 30 percent ($18,879), the total cost for a speech and language therapist is $81,809. The cost of this position would be off-set by the reduction in speech and language therapy contracted services which is almost $300,000 ($290,020) per year, of which about one-half ($145,010) is for speech and language services.

Hiring the speech therapist should reduce the size of the contract by at least 50 percent, at minimum ($145,010 - $81,809 = $53,201) for a significant savings.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Reduce Contracted Services by a Hiring Speech and Language Therapist	$53,200	$53,200	$53,200	$53,200	$53,200

The assistant superintendent of instruction will require an estimated five hours to recruit for and fill this position.

5.5   *BILINGUAL EDUCATION/ENGLISH AS A SECOND LANGUAGE (ESL)*

The Bilingual Education/English as a Second Language (ESL) program in MCPS is providing services to 145 K-12 students this current academic year with five teachers spread among the schools. The students represent seven languages, including Spanish, Chinese, Vietnamese, Urdu, Swahili, Albanian, and Gujarati. The goals of the program are to help students learn English language skills for both academic learning and social interactions. English Language Learners (ELL) instructors work closely with classroom teachers; teach students individually or in small groups, as needed; and monitor and test student language skills and subject matter.   Students are taught in an inclusive setting.

FINDING

Exhibit 5-37 displays the number and percent of Limited Language Proficient (LEP) students in MCPS for the past three years, compared to school divisions in the peer group.

Exhibit 5-37
Number and Percent of Limited English Proficiency Students
2006-07 through 2008-09 School Years

School Division	2006-07	2007-08	2008-09
Martinsville	**108 (4.3%)**	**148 (5.9%)**	**142 (5.6%)**
Danville	195 (2.8%)	171 (2.5%)	183 (2.8%)
Franklin City	7 (.5%)	4 (.3%)	1 (.1%)
Hopewell	73 (1.8%)	103(2.4%)	104 (2.5%)
Petersburg	45 (.9%)	44 (.9%)	111 (2.44%)
Average	**2.2%**	**2.4%**	**2.8%**

Source: Virginia Department of Education, 2009.

Exhibit 5-38 shows the percentage of LEP students passing the SOL tests, compared to all students in MCPS.

As **Exhibit 5-39** shows, staff members generally believe that MCPS has effective programs for ELL students.   Over 83 percent of teachers and 76 percent of building administrators indicate that the division has effective programs for ESL students, compared to slightly over 44 percent and 63 percent in the Evergreen comparison districts.

Exhibit 5-38
Percentage Passing SOL
All Students and LEP Students
2006-07 through 2008-09 School Years

SOL	Student Subgroup	2006-07	2007-08	2008-09
English Performance	All Students	77	79	83
	LEP Students	74	79	82
Math Performance	All Students	77	78	84
	LEP Students	77	77	81

Source: Virginia Department of Education, 2009

Exhibit 5-39
Evergreen Survey Results
Effectiveness of ESL Programs
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The division has effective programs for English as a Second Language.				
Central Office Administrators	100.0%	0.0%	54.9%	16.5%
Principals	76.9%	15.4%	63.3%	16.6%
Teachers	83.4%	6.3%	44.3%	26.6%

Source: Evergreen Solutions Survey Results, 2009.

COMMENDATION

MCPS is commended for providing programming for ELL students that has resulted in performance that is comparable to all students on state tests.

5.6   *GIFTED AND TALENTED PROGRAM*

Virginia's "Regulations Governing the Educational Program for Gifted Students" require school divisions to offer differentiated instructional opportunities to gifted students. These regulations also require divisions to develop uniform procedures and criteria for screening and identification. Referrals must be open to school staff, parents, peers, students, and others.

The Governor's School Program is one aspect of Virginia's approach to meeting the needs of gifted students. Governor's Schools offer unique opportunities within different regions of the state. They include academic-year, summer residential, and summer regional programs. Divisions are also expected to offer options for gifted students who choose not to attend Governor's Schools.

FINDING

Martinsville City Public Schools provides services for gifted and talented students from kindergarten through grade 12. Each elementary and middle school has designated gifted specialists to facilitate instruction for students and teachers.   To provide optimal learning opportunities the division uses Renzulli's (1997) *Five Dimensions of Differentiation* as a framework.

Students in kindergarten through second grades are screened using a nationally-normed achievement test. The resource teacher works closely with the classroom teacher of those students identified. Later, these students work in a resource room or in cluster groups. Instruction is differentiated as the individual needs and maturity level of each student dictate.

In grades two through five**,** pullout services supplement co-teaching within the classroom. The emphasis on co-teaching is to ensure that the classroom environment accommodates the abilities and interests of gifted students. Students in grades 3-5 receive services in the gifted resource

classroom as a pull-out or in the regular classroom with the gifted resource teacher facilitating differentiated learning activities. Both an accelerated and enriched curriculum provides instruction based on needs and interests. There are 108 students identified as gifted in the elementary schools. Two gifted specialists at each elementary school serve these students.

At the middle school, students are offered interdisciplinary studies designed for students who exhibit superior ability in many areas. At this level, an additional emphasis is placed on independent study, higher order thinking skills, research, and the use of technology. Advanced classes in Math, English, and Science are also offered to students, according to their needs. There are 99 middle schools students identified as gifted. There is a half-time gifted specialist at the middle school.

Identified gifted and high ability students at the high school are offered a full range of rich and challenging courses, including honors, AP classes, and dual enrollment courses. Eleventh and twelfth graders may apply to the Piedmont Regional Governor's School for Mathematics, Science and Technology, a half-day program housed off-campus. The ACE Academy is also available for students wishing to earn an associate's degree from Patrick Henry Community College along with their high school diploma. There are 122 students identified as gifted at the high school.

Exhibit 5-40 indicates that both teacher and administrators believe that the division has effective programs for honors/GT education. **Exhibit 5-41** indicates that teachers and administrators believe that teachers are given the skills and knowledge to differentiate instruction.

Exhibit 5-40
Effectiveness of Honors/GT Programs
MCPS and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The division has effective programs for Honors/GT education.				
Central Office Administrators	100.0%	0.0%	69.4%	11.7%
Principals	92.3%	7.7%	67.7%	12.5%
Teachers	72.6%	15.4%	61.9%	23.8%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 5-41
Skills and Knowledge to Differentiate Instruction
MCPS and Districts in Evergreen's Survey

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Teachers are given the skills and knowledge to effectively differentiate instruction for each student.				
Central Office Administrators	100.0%	0.0%	11.8%	58.8%
Principals	84.6%	15.4%	47.7%	38.1%
Teachers	82.9%	5.1%	55.0%	34.2%

Source: Evergreen Solutions Survey Results, 2009.

It is interesting to note that:

- almost 83 percent of teachers believe they are given the skills and knowledge to differentiate instruction, compared to 55 percent of teachers in the Evergreen comparison database;

- almost 85 percent of building administrators believe that teachers are given the skills and knowledge to differentiate instruction, compared to fewer than 48 percent of building administrators in comparison divisions; and.

- fully 100 percent of central office administrators believe that teachers are given the skills and knowledge to differentiate instruction, compared to less than 12 percent of building administrators in the Evergreen comparison database.

COMMENDATION

MCPS is commended for a gifted and talented program that is inclusive, that builds on a school-wide enrichment model, and that provides teachers with the skills needed to differentiate instruction.

CHAPTER 6:
FACILITIES USE AND MANAGEMENT

Chapter 6

FACILITIES USE AND MANAGEMENT

This chapter presents the review of facilities use and management in Martinsville City Public Schools (MCPS). The five sections in this chapter are:

6.1   Organization and Management
6.2   Plans, Policies and Procedures
6.3   Maintenance Operations
6.4   Custodial Operations
6.5   Energy Management

Well-planned facilities are based on the educational program and on accurate student enrollment projections. The design process for new buildings and major renovations should have input from all stakeholders, including administrators, principals, teachers, security specialists, parents, students, taxpayers, and the maintenance and operations staff.

The selection of building materials, interior finishes, hardware, mechanical, electrical, and plumbing systems, and other major building components, should be made according to life-cycle cost analyses for an optimum total cost of construction, operations, and maintenance. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program, and efficiently utilizes the school district's resources. Efficiencies and economies of maintenance and operations are critical to ensuring that resources for direct instruction are maximized. On the other hand, extreme actions to reduce the cost of maintenance and operations, in order to take away no funding from education, can result in higher than acceptable costs of repair and replacement in the years to come. Consequently, a balance must be achieved between reasonable economies and unreasonable cost slashing.

A fair and enforceable policy of community use of facilities is essential to an elimination of a cost burden on the school division, while maximizing the availability of facilities after hours to appropriate community organizations and functions.

<u>**CHAPTER SUMMARY**</u>

Facilities use and management for Martinsville City Public Schools is the primary responsibility of the coordinator of facilities, who reports to the executive director of finance and development. School buildings and ancillary facilities are well-maintained and clean, and meet or exceed applicable standards. There is no deferred maintenance, and a comprehensive preventive maintenance program is in place. The division has no portable classrooms in its inventory. In addition, all current facilities appear to be used, with the exception of two classrooms in the Clearview Pre-School building.

Although all but one of the schools have been renovated, remodeled, and repaired on a schedule compatible with the financing capabilities of MCPS, the division has a Comprehensive Facilities Study completed in June 1993. Even though Capital Improvement Plans have been completed on

schedule, a more encompassing and comprehensive Facilities Master Plan should be developed immediately to update the 1993 document. The Facilities Master Plan, including a thorough building condition assessment, should be kept updated in synchronization with the Capital Improvement Plan.

Martinsville High School is the remaining school facility in need of a major renovation or possible replacement. A committee has just been appointed by the superintendent with the task of selecting proper, affordable options for this effort. Because of its small size, MCPS does not have in-house professionals for facilities planning, design, and construction. These services are consistently outsourced, and have been handled successfully in the renovation and redesign of all schools upgraded since 1996. Another successful project has been the closing of one elementary school due to declining enrollment, and its conversion to the central office, and space for the General Equivalency Diploma (GED) and leisure services programs. This move has been a major cost savings for the division.

The division is commended for the following accomplishments and actions:

- Martinsville City Schools has kept administrative costs of facilities operations in the range of four to five percent of total operating costs;

- the school division has steadfastly and deliberately pursued updating its building stock through renovations, additions, and expansions, and is now weighing options for Martinsville High School's upgrade or replacement;

- the school division has exercised prudence in keeping all scheduled maintenance and work order responses current – MCPS has no deferred maintenance or a work order backlog;

- the MCPS team of maintenance workers is extraordinary in its collaboration and efficiency, achieving maintenance service per person of nearly 143,000 square feet, compared to a national average of less than 80,000 square feet per maintenance worker;

- custodial services consistently achieve a Level 2 cleanliness rating for restrooms, food service, and special education and kindergarten areas, and a Level 3 rating for all other areas – this meets the expectations of the Association of School Business Officials; and

- MCPS has controlled the amount of energy use in its facilities to 40 percent below the national average for K-12 schools in 2008-09.

Most prominent among the recommendations are:

- develop and implement a Facilities Master Plan process and strategy;

- seek opportunities for major collaborative and mutually supportive efforts between the city and county schools, and the city and county governments;

- formalize as an official policy the recently established procedure for after-hours use of facilities by outside organizations and groups;

- search for, and hire on a provisional basis, a replacement maintenance worker six months before the next maintenance worker's retirement date;

- schedule SchoolDude software training as quickly as possible;

- re-establish a substitute roster for custodians;

- start a green cleaning program; and

- proceed with negotiations to establish an energy education program.

6.1   ORGANIZATION AND MANAGEMENT

The operations for facilities use and management in MCPS are organized efficiently and effectively, especially when taking into consideration the school division's small size. **Exhibit 6-1** contains information on building space in Martinsville City Public Schools.

Exhibit 6-1
Major Buildings of Martinsville City
Public Schools and Basic Building Information

Name of Building	Floor Area (s.f.)	Acreage	Year Built	Year Renovated	2009 Enrolment	Floor Area Per Student	Air Conditioned
Clearview Pre-School	37,550	12.4	1953/1957	1998	182	206	Yes
Central Administration/GED	41,015	8.7	1958/62	2007			Yes
Patrick Henry Elementary	65,880	5.1	1948	2006	479	124	Yes
Albert Harris Elementary	133,150	12.4	1948/1957/ 1960/1967	2001	604	300	Yes
Martinsville Middle	135,582	7.0	1938/1946/ 1950/1960	1996	514	264	Yes
Martinsville High	196,000	41.9	1966/1972		799	186	Yes
Martinsville HS Vocational	45,124		1972				No
Brown Street Gymnasium	15,618	.8	1938				No
Total	669,919	88.3			2,578		

Source: Created by Evergreen Solutions from data provided by MCPS, 2009.

Due to steadily declining enrollment over the years at MCPS, Druid Hills Elementary School was closed in 2006, and adaptively re-used as the central administration building, housing also alternative education/GED, and leisure services—the parks and recreation function of the City of Martinsville. This action helped to consolidate and compact the building stock previously in use, eliminated the need for leased space, and reduced the total floor area in need of maintenance and custodial service. This action has proven to be a major cost savings for the division.

Two administrative positions are in charge of facility planning, and maintenance and operations. These two positions, along with six maintenance technicians, are housed in the Martinsville High School Vocational Building.

Custodians are allocated directly to the schools, where they report to the individual building principals. **Exhibit 6-2** shows this current organization.

Exhibit 6-2
Organization of Facilities/Maintenance
in Martinsville City Public Schools

```
                          ┌──────────────────┐
                          │  Superintendent  │
                          └────────┬─────────┘
                                   │
                          ┌────────┴─────────┐
                          │ Executive Director│
                          │   Finance and     │
                          │   Development     │
                          └────────┬─────────┘
                                   │
                          ┌────────┴─────────┐
                          │  Coordinator of  │
                          │    Facilities    │
                          └────────┬─────────┘
            ┌──────────────────────┼──────────────────────┐
    ┌───────┴────────┐    ┌────────┴────────┐    ┌─────────┴────────┐
    │ Administrative │    │   Maintenance   │    │    Custodians    │
    │   Associate    │    │   Technicians   │    │       (35)       │
    └────────────────┘    └────────┬────────┘    └──────────────────┘
```

| HVAC Technician | Electrician | Painter/Carpenter | Plumber/Carpenter | Grounds | Audio-Visual Technician |
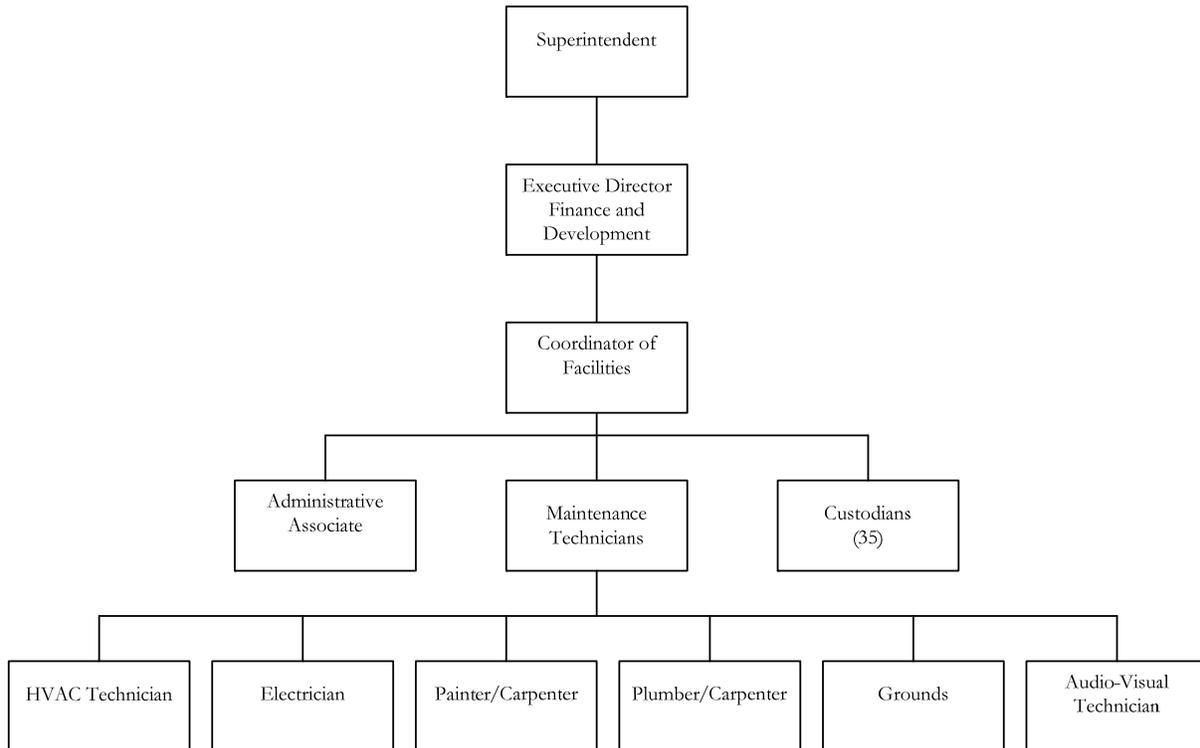
Source: Prepared by Evergreen Solutions from data provided by MCPS, 2009.

Exhibit 6-3 provides an overview of the allocation of custodians to the major buildings at MCPS. It should be understood that custodians help each other as the need might arise, regardless of their specific school assignment. In addition, more custodians may be assigned to one school than another due to the ease or difficulty of cleaning of various surfaces and spaces.

FINDING

Two administrative positions (coordinator of facilities and administrative associate) are employed by MCPS to handle all aspects of the facilities planning, design, construction, maintenance and custodial activities. All design and major construction services are outsourced, but only the bare minimum maintenance services are contracted out (e.g. roof warranty work, elevators), whereas all custodial services are provided with in-house personnel.

Exhibit 6-3
Allocation of Custodians to Buildings
in Martinsville City Public Schools

Name of Building	Day Custodians 240 days/yr Full-Time	Day Custodians 200 days/yr Full-Time	Day Custodians 240 days/yr Part-Time	Night Custodians 240 days/yr Part-Time	Night Custodians 200 days/yr Part-Time	Total Per Building
Clearview Pre-School	1	1				2
Central Administration/GED			1			1
Patrick Henry Elementary	1	1			4	6
Albert Harris Elementary	2			3	2	7
Martinsville Middle		2		7		9
Martinsville High	4			3	2	9
Martinsville HS Vocational					1	1
Total Per Custodian Type	8	4	1	13	9	35

Source: Created by Evergreen Solutions from data provided by MCPS, 2009.

The total annual administrative salary costs, inclusive of the 30 percent benefits package, amount to $106,244, for 2009-10. According to MCPS records, the expenses in facilities managed by the two administrators are shown in **Exhibit 6-4** from FY 2006 through FY 2009.

Exhibit 6-4
Total Annual Cost (Inclusive of Salaries) of All
Facilities Operations
2005-06 through 2008-09 School Years

Category	2005-06	2006-07	2007-08	2008-09 (est.)
Utilities, Repairs, Housekeeping, Misc.	$876,636	$1,247,617	$909,312	$1,051,423
Maintenance Salaries, Including Benefits	$601,149	$827,964	$577,425	$773,779
Custodial Salaries, Including Benefits	$620,275	$638,678	$741,975	$739,542
Total Annual Cost	$2,098,060	$2,714,259	$2,228,712	$2,564,744

Source: Prepared by Evergreen Solutions from data provided by MCPS, 2009.

For 2008-09, the administrative cost for facilities at MCPS is slightly more than four percent of the total cost of facilities operations ($106,244/$2,564,744 x 100). It can be assumed safely that this ratio has been steadily in the four to five percent range. While there are no specific ratios or guidelines available from *American School and University Magazine*, or other facility management sources, an administrative cost of four percent is ranked favorably in most industries and governmental agencies. The following examples show how commendable a four to five percent administrative cost range is in public program settings:

- Governmental programs often set guidelines or directives to limit the administrative expenses for a program initiative to not more than a certain percentage of total operating costs. The Louisiana Temporary Assistance for Needy Families (TANF) Program, for example, sets administrative costs as ten percent of total operating expenses. Rarely are administrative costs limited to less than ten percent:
http://www.doa.louisiana.gov/tanf/Administrative%20Cost%20and%20Allowable%20Costs.pdf

- *http://www.dmh.cahwnet.gov/DMHDocs/docs/letters05/05-10.pdf s*hows a 15 percent limit

- A Child Support Administrative Cost Ratio study from California shows a 20 percent to a nearly 40 percent ratio in different districts without any limits decreed, with some estimated expenses being lower and others higher than predicted: *http://www.childsup.ca.gov/Portals/0/resources/docs/reports/2006/DCSSAdministrativeCostRatio Study042006.pdf*

- As another example: special education programs have a limitation on administrative costs of eight percent of actual special education program costs. *http://www.nde.state.ne.us/ech/AllowCost.pdf*

In summary, administrative cost limitations in government programs are usually between 8-15 percent of total costs. In comparison, MCPS facilities operations are between four to five percent.

COMMENDATION

Martinsville City Public Schools is commended for keeping administrative costs of facilities operations in the range of four to five percent of total operating costs, whereas the majority of public programs have administrative costs at least twice that amount or more.

FINDING

Although MCPS is to be commended for keeping administrative costs for facilities contained, it is also clear that, under certain circumstances, additional administrative costs may be justifiable.

A *Huffington Post* article on "Administrative Cost and Overhead" identifies interesting parallels in public and private industry situations, that of optimizing and not necessarily minimizing, all types of costs. This means that, although it is admirable to minimize costs, it is not necessarily always the best way to proceed. Instead of blindly rejecting any and all additional administrative expenditures, there are some eminently good reasons to raise administrative costs: *http://www.huffingtonpost.com/paul-brest/administrative-costs-and_b_162505.html*

The ideal of every organization and those who support it is not to minimize, but to optimize all costs, including administrative costs. That is, the costs incurred by an organization are appropriate to the extent, and only to the extent, that they contribute net value to the organization's mission.

To use an example from the business sector, assume that a widget manufacturer's only mission is to make a profit for its owners. Then, an additional administrative expense of 1¢ is justified if it is likely to produce an additional 2¢ of profit.

The underlying idea is not different for nonprofits. Their missions are to achieve particular social, environmental, educational, religious, health, etc. goals. And an incremental expense is justified to the extent it has the potential to increase the organization's net social value.

RECOMMENDATION

Recommendation 6-1:

Establish as a justification for incremental administrative cost increases the potential value of optimization, rather than minimization, of administrative costs in the operation of facilities.

Several recommendations in this chapter will require small administrative cost increases, but the value of such additional expenditures will make the facilities operation significantly more efficient, enduring, and effective. The recommendations made in this regard will use **Recommendation 6-1** as the basis.

FISCAL IMPACT

Each subsequent recommendation based on the "optimize rather than minimize" principle will have its own fiscal impact shown. The time estimates will be included in the fiscal impact for other recommendations in this chapter.

FINDING

The coordinator of facilities was a MCPS maintenance technician before being promoted to his current position. Thus, he is familiar with the working conditions and challenges of the maintenance staff. He is frequently out of his office, traveling to the job locations of maintenance workers to check if they need any assistance or have any problems in need of resolution. His work style is emblematic of "Management by Walking Around (MBWA)"—a well-known management method. The following is an accepted definition of MBWA:

> *Unstructured approach to hands-on, direct participation by the managers in the work-related affairs of their subordinates, in contrast to rigid and distant management. In MBWA practice, managers spend a significant amount of their time making informal visits to work area and listening to the employees. The purpose of this exercise is to collect qualitative information, listen to suggestions and complaints, and keep a finger on the pulse of the organization. (http://www.businessdictionary.com/definition/management-by-walking-around-MBWA.html)*

Numerous other web sites on the subject also exist.

COMMENDATION

Martinsville City Public Schools is commended for hiring the coordinator of facilities internally, and for his use of the management practice of Management by Walking Around – a best practice.

FINDING

As shown in **Exhibit 6-1,** the school buildings of MCPS have undergone renovations and upgrading starting 13 years ago, as follows:

- 1996 – Martinsville Middle School
- 1998 – Clearview Pre-School
- 2001 – Albert Harris Elementary School
- 2006 – Patrick Henry Elementary School
- 2007 – Adaptive re-use conversion of Druid Hills Elementary School to the central office

Bond financing has been used for all but the 2007 closing and adaptive re-use, as evidenced by the spacing of the renovations from initially two, then three, and then five years. All MCPS facilities which have been renovated and upgraded have been well-designed, and are serving the student and faculty population in a fully contemporary manner.

Also, in all cases, a professional design firm or team, incorporating all necessary disciplines (at minimum mechanical, electrical and plumbing engineers), was hired to prepare the construction documents, based on previously prepared educational specifications. Because of the small size of MCPS, a permanent professional design staff to monitor the work of outside architects, engineers, or contractors is simply not affordable. Consequently, considerable trust is required by MCPS facilities staff in the capability and honesty of the design and construction firms involved. It has therefore been important that the design firm perform intensive construction supervision in order to ensure that the construction documents are followed, and only when absolutely necessary, change orders are prepared and implemented.

The remaining major facility not yet renovated is Martinsville High School. This project will likely be the largest in the history of MCPS. Depending on the option selected, a wholesale renovation or complete replacement of the existing Martinsville High School is possible.

On October 12, 2009, the superintendent appointed a "Vision 20/20 High School Building Committee." Composed of not more than 15 persons, the committee's charge reads:

The committee would be asked to evaluate program priorities, physical facilities analysis, special needs and disabilities, and future career and technology priorities. The committee will study the information presented by Spectrum Design and make a recommendation to the school board if the current building should remain the same, be renovated, or expanded, or if a new facility should be built.

Membership of the committee includes:

- the standing capital improvement committee:

    – city manager
    – city council member
    – school board member
    – superintendent
    – executive director of finance and development
    – coordinator of facilities

- high school principal
- two or three parents from middle and elementary schools
- members of the community with experience in construction and finance
- a representative of a two- or four-year college

The committee held its first meeting on November 4, 2009. An Evergreen consultant attended this meeting. Cost figures for three different renovation options were presented by Spectrum Design, the architecture/engineering firm retained by MCPS. The three options, including rough, preliminary cost estimates, are:

- **Base Renovation Option**

  – Security Entry

  – New Administrative Offices

  – Special Education Classrooms and Related Resource Rooms and Offices

  – New Science Laboratories And Preparation/Storage

  – Estimated Construction Cost: $3,472,000

  – Estimated Project Cost: $4,000,000

- **Comprehensive Renovation Option**

  – A complete building renovation option, including additions to connect internal circulation, and addition of a gymnasium

  – Estimated Construction Cost: $36,000,000

  – Estimated Project Cost: $40,000,000

- **New High School Option**

  – A new high school to be built in phases on the existing site, as existing structures are demolished

  – Estimated Construction Cost for 900 student core: $44,000,000

  – Estimated Project Cost: $52,000,000

  – Estimated Construction Cost: $52,000,000

  – Estimated Project Cost: $62,000,000

In addition, a more detailed presentation of the least costly Base Renovation Option was shown and discussed by Spectrum. The committee is expected to complete its work by March 2010.

Although MCPS is a small division that cannot afford permanent professional design and engineering staff, it has used professional architectural and engineering design services, and competitively selected construction expertise, along with a committee structure comprising members from all levels of the community, to obtain excellent quality facilities throughout the division.

COMMENDATION

Martinsville City Public Schools is commended for its steadfast and deliberate pursuit of updating its building stock through renovations, additions, and expansions, and for its pursuit of weighing all options for Martinsville High School.

FINDING

MCPS has demonstrated prudent and cautious facilities management by keeping current on all major maintenance requirements. Consequently, the school division has no evident deferred maintenance, and, more importantly, no deferred maintenance debt which must be remedied. In addition, all legitimate work orders have been processed and satisfied in a timely manner.

Evergreen Solutions has found that many school districts have allowed important scheduled maintenance to be deferred (i.e., not performed for a year or longer). In addition, many districts have allowed work orders to go unsatisfied, thus further adding to the level of deferred maintenance. In some instances, bond issues in the tens or even hundreds of millions of dollars have been devoted by school districts solely to catch up on deferred maintenance. MCPS has no need to use its bonding capacity for purposes such as this. Instead, it can use its bonding capacity fully to fund renovations and new construction activities.

This positive action has resulted in a bonding capacity that can be used to its fullest extent solely for major building renovations or new construction.

COMMENDATION

Martinsville City Public Schools is commended for its prudence in keeping all scheduled maintenance and work order responses current.

FINDING

It is not fully clear from available records the extent to which administrators, custodians, maintenance technicians, teachers, students and parents were consulted during the writing of the educational specifications for the renovations of all schools since 1996. However, evidence does exist that the "Vision 20/20 Committee" for planning of the high school improvements recently appointed by the superintendent does have in its membership parents and students of elementary and middle school students. In addition, the high school principal and the coordinator of facilities are committee appointees.

The users of buildings often have a deep insight regarding building usability, or the lack thereof. Such insights can benefit the design professionals in the preparation of educational specifications, and eventually in the preparation of all construction documents.

RECOMMENDATION

Recommendation 6-2:

Ensure that current and likely future users of Martinsville High School are given the opportunity to provide ideas and suggestions for safety and convenience features or other ideas to be incorporated in design and construction.

By permitting participation from administrators, custodians, maintenance technicians, teachers, students and parents to the "Vision 20/20 Committee," the superintendent will promote the opportunity for significant design improvements in the educational specifications and construction documents for the new or renovated high school.

For example, as members of the committee, parents and students should organize one committee meeting to which other parents and students – including students presently at the school – would be invited to provide ideas. The principal, as a member of the committee, should invite teachers, other administrators, and custodians to provide ideas. Finally, the coordinator of facilities should solicit ideas from the maintenance technicians and bring them to the committee.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The superintendent should use an estimated five hours to facilitate plans to implement this recommendation. It should take stakeholders less than one hour to provide their comments.

FINDING

Among the official policies of MCPS is the following:

SUPERVISION OF CONSTRUCTION

The school board shall require from personnel employed by and directly responsible to the school division, cooperating with the appropriate engineering personnel, a review of the architect's activities in his/her supervision of building construction.

This person is to be known as construction representative, project inspector, or clerk of the works, with duties to be commensurate with the magnitude of the project.

Duties include:

1   Daily project surveillance;

2.   The preparation of a daily construction diary outlining the various disciplines of work being accomplished, weather conditions, numbers and types of mechanics on the job,

materials delivered, and delaying factors if any, and estimated weekly percent of completion, interpretation of plans and specifications, and interface with the architect/engineer and the project contractor;

3. *Reports any and all matters requiring contract action to the purchasing agent;*

4. *Reviews all partial payments received from the architect engineer and signs for payment; and,*

5. *Upon substantial completion, coordinates punch list with architect/engineer for transmittal to contractor; approves final completion payment.*

Assurance of this supervision will be furnished by the board to the state supervisor of school buildings prior to approval of plans and specifications for construction.

Adopted: August 4, 1994
Revised: July 11, 1996
Revised: October 10, 1996
Revised: May 14, 2007

This policy provides for the hiring of a construction supervisor by MCPS who works entirely in the interest of the school division. Such a policy is especially important in the case of so-called "design-build" firms, where the design professional is in fact an employee of the construction firm. However, on the Martinsville High School Project, this policy is also important.

If either of the two "large options" for the upgrade of Martinsville High School are selected (comprehensive renovation or new high school), the resulting project promises to be the largest design and construction effort ever undertaken at MCPS. Currently estimated at $42 and $62 million, respectively, it is absolutely imperative that the funds spent on either option are channeled to fulfilling all provisions of the construction documents, and that change orders are kept to an absolute minimum or eliminated altogether.

It has been noted previously that MCPS cannot afford permanent staff for the administration of construction projects. Fortunately, the above policy ensures the hiring by MCPS of a "construction representative, project inspector, or clerk of the works."

Construction law in the Commonwealth of Virginia provides that the scope of work for the services of a design professional must include construction administration during the period when the construction contractor is active. However, it is not necessarily common for design firms to include in their typical scope of services a full-time construction administrator. It can be argued that anything less than full-time construction administrator is inappropriate for projects as large as $40 to $60 million. Because bond funds used for this project will be paid back ultimately by taxpayers, MCPS has the fiduciary responsibility to make sure no funds are used inefficiently, or that excessive change orders and cost overruns cause the intended design project scope to be compromised.

RECOMMENDATION

Recommendation 6-3:

Activate the MCPS policy for supervision of construction, but exceed it in the following manner:

- **hire a full-time person to be located permanently on-site (this person should be a fully qualified licensed, registered architect or construction engineer);**

- **require the person hired to review the construction drawings and specifications thoroughly before bids for construction are solicited, and bring to the architect's attention any potential discrepancies that may lead to change orders being originated by the construction contractor; and**

- **be present at school board meetings to explain construction progress and any problems or obstacles encountered.**

In the experience of Evergreen Solutions, a single on-site, full-time professional position is fully warranted for construction supervision on a project of this magnitude.

FISCAL IMPACT

The extra cost for a full-time, licensed professional construction supervisor—as opposed to a part-time, unlicensed individual permitted by the above policy—is a small increment of cost to help assure that the $40 to $60 million long-term construction investment is spent efficiently and effectively.

The policy should be implemented and the cost assumed by the division. Such costs are often permitted to be included in the bond package. In some cases, the state agency responsible for supporting school construction pays for such costs in recognition of the protective and fiduciary value they derive for themselves and the taxpayers. In rare cases, the school divisions or districts must bear these costs directly and outright. The superintendent, executive director of finance and development, and the coordinator of facilities will need about five hours each to implement this recommendation.

6.2   *PLANS, POLICIES, AND PROCEDURES*

Engaging in planning for facilities is one of the most important activities of a school board and administration. The essential activities of a facilities planning process include:

- the development of facilities plans that are responsive to the educational needs of the students and of related educational programs;

- the optimum utilization of existing facilities to ensure that overbuilding does not occur;

- accurate student demographic information that ensures new facilities are located in appropriate geographic areas of the school division, are designed to the optimum capacity, and are expandable if necessary; and

- a clear understanding of the safety and security needs of the contemporary educational setting.

MCPS lacks a current Facility Master Plan, but has engaged steadily in the Commonwealth-prescribed, periodic process of Capital Improvement Planning.

Policies with respect to facilities are posted in the policies section of the MCPS web site. These policies need periodic and consistent review to assure they remain relevant and pertinent.

Procedures, such as the use of SchoolDude software, the use of appropriate forms and tools and timely processes for Capital Improvement Planning, and community use of school facilities are an ordinary outgrowth of requirements issued by the Commonwealth, the City of Martinsville, and the MCPS School Board.

FINDING

Evergreen was provided a "Comprehensive Facilities Study" prepared by Dewberry & Davis, Architects, Engineers, Planners and Surveyors, of Danville, Virginia. This report is dated June 8, 1993, and therefore is over 16 years old. According to MCPS officials, it has never been updated.

The report contains an analysis of baseline enrollment data, a thorough assessment of the existing condition of MCPS facilities, and recommendations for renovations and upgrades of the facilities. The report served the division well during its renovations and rehabilitations from 1996 through 2006. However, it is clear that the report became less directly relevant, and had to be supplemented extensively after 2001, to properly inform the preparation of meaningful educational specifications.

Clearly, any efforts to renovate Martinsville High School will need to be informed by more current information than a 1993 report can provide. In addition, any Facilities Master Plan developed from this point forward should be considered a "living document" to be updated in conjunction with the required Capital Improvement Planning work MCPS must statutorily perform.

RECOMMENDATION

Recommendation 6-4:

Prepare a new "Five-Year Facilities Master Plan 2011-2015", update it annually, use it as the official planning guide for MCPS, and measure progress against the plan.

Evergreen recommends that MCPS coordinate the development of the Five-Year Facilities Master Plan with a facilities plan developed by the Henry County Public Schools, for possible collaboration in a school division merger in the future.

According to information obtained by Evergreen, Henry County Public Schools is also in need of an updated facilities master plan. Consequently, the planning processes can be conducted in parallel for both school divisions.

The Five-Year Facilities Master Plan 2011-2015 should be established as a living document that guides the facilities planning, design and construction activities of MCPS. Its characteristics should be as follows:

- The plan document should be officially monitored, updated and its contents distributed by the MCPS Facilities Office to the MCPS School Board and the city council. Only planning actions compatible with this plan should be initiated. If plans contrary to the document, or not contained in the document, are contemplated, then the plan must be amended.

- The initial document should be completed in time for the 2011-12 budget preparation, and should contain an immediate funding request for 2011-12 for such items as new construction, renovation, additions, and similar activities. The funding request should also contain a forecast for the ten-year period to city fiscal planners of needs that will come up in the future.

- Every year, as one year of the plan is implemented, a new year should be added to the plan. (For example: The following year it becomes the Five-Year Capital Facilities Plan 2012-2016.) This type of plan updating activity should become mandatory to keep the plan up-to-date, and to keep it useful as a guide document. The statutorily required Capital Improvement Plan should be wholly incorporated in, and fully coordinated with, this effort.

Prototype Plan Description

The Five-Year Facilities Master Plan should address the following:

- the strategy required to meet the need for facility improvement and for the capital investments necessary to support existing and projected educational needs;

- MCPS educational goals to satisfy the needs of students, parents, educators, administrative staff and the community; and

- realistic plans to help MCPS provide for its short- and long-range facilities needs.

The planning process never ends. As such, when the Five-Year Facilities Master Plan for 2011-2015 has been adopted, MCPS should then commence a re-evaluation of the plan in light of current and future needs. These reviews should occur as often as a new need arises, but not less than annually.

While the process for developing and maintaining a Five-Year Facilities Master Plan can be complex and intricate for very large school districts, an effort should be made to keep the process

uncomplicated in the case of MCPS. The following essentials should be included in Plan development and maintenance:

Goal-setting Around Four Priorities

Planners must address four critical factors throughout the planning and design process: quality, educational program, budget, and time.

Before the planning process begins, MCPS should decide which of these four priority areas is most important:

- Financial constraints
- Time constraints
- Educational specifications (facility programs)
- Quality

For example, if MCPS is having financial problems, then budget may cause MCPS to follow a certain path to its end. Likewise, if time is a constraint, then MCPS staff and city officials must consider that quality and educational specifications may have to take a back seat. Key personnel should address all four of these factors when considering compromises on the needs of the educational program.

Goal-setting for the Five-Year Facilities Master Plan should include the following:

- Recommend priorities and strategies concerning proposed projects, student and faculty stations, and potential financial sources that will meet the facility needs and educational goals of MCPS.

- Conduct a thorough review, analysis, and evaluation of data that relate to facilities. This process will enable understanding of the issues that require resolution.

- Continue gathering data and prepare a Project Plan of Action. The Project Plan of Action should identify projects and their priorities, define the scope, budgets, and construction/renovation schedules, and it will help to coordinate the financial and project phase issues.

- Provide a process that includes and involves all stakeholders: community, schools, administrators, the school board, and other agencies of government.

- Develop implementation guidelines for the Five-Year Facilities Master Plan and the Project Plan of Action.

The Capital Facilities Plan Team

The "Vision 20/20 High School Building Committee" recently established by the superintendent should be renamed as the Capital Facilities Plan Team.

This team should include board members, facilities and real estate experts, demographers, educators, the superintendent, representatives of the city, and stakeholders in the community. The team would guide the facilities planning, design and   construction effort of MCPS, and focus especially on educational philosophy, financing, and facilities needs.

Initially, team meetings should be conducted not less frequently than every two weeks.   This will expedite the process and focus the membership on those issues that are being researched, developed, or contemplated. As the entire process becomes more routine, the meetings may occur monthly and occasionally more or less frequently.

It may be valuable to include members from other local and state government agencies on the team. Other school divisions have found that by partnering with non-educational agencies during the planning process, it is often possible to develop school facilities that provide for other needs and activities in the community, thus increasing prospective revenue from facilities use.

Community Meetings

Authentic community engagement instills a sense of ownership within a community which is a key factor in sustaining school improvement efforts. Community participation is essential in any Five-Year Facilities Master Planning process. It is advised that the team conduct a series of "open forum" meetings, around the City of Martinsville, encouraging community participation. Initially, there should be at least three rounds of meetings in strategic locations that maximize the potential for community involvement. For a resource list on community participation in school planning, see *http://www.edfacilities.org/rl/ community_participation.cfm.*

During the first round of meetings, the planning process should be explained, goals and objectives presented, and community contribution solicited on the educational needs of the community. Included in this appraisal should be discussions eliciting information about special education needs of students, and whether these needs are currently being met.

During the second round of meetings, the community should be apprised of the data collection efforts to date, the current status of MCPS school facilities, and the demographic data affecting the master plan.

The third round of meetings should present the Five-Year Facilities Master Plan, including the facilities condition assessment, the project plan, the implementation plan, and the financing plan. Sufficient time should be allotted to ensure full community awareness of the impact of all plan recommendations.

As there may be considerable community discussion regarding the proposed project plan and financing plan, follow-up meetings may be held to address these concerns.

Professional Consultant

The team should hire, as soon as possible, a professional firm of planners, architects, and engineers to prepare the initial Five-Year Facilities Master Plan.

The professional firm should develop a profile of the implications of the MCPS educational goals for its facilities. The firm should propose actions that will help achieve these goals.

The firm should look at the impacts of current and projected enrollment vis-à-vis the capacity of the existing facilities. Data that may be included are demographics, floor plans of school buildings, fire evacuation plans, and enrollment data from the previous school year. The firm should assess the physical condition of the schools, along with any additional school-related buildings owned by MCPS. The data collected should be building by building, with as much detail as possible. MCPS already has an excellent database showing building condition, and much of this information merely needs to be updated rather than generated from scratch. Whatever data are compiled during the assessment should be used to analyze the facility's ability to meet the educational goals of MCPS.

The firm should also review historic budgets, major construction costs, and costs of renovations. These data should be collected in any convenient form that is available. An analysis of current project budgets, including any shortfalls or overages, should be made as they relate to the ability of MCPS and individual schools to meet educational goals.

FISCAL IMPACT

There are three types of fiscal impact to be considered for **Recommendation 6-4.**

First, the annual cost of creating and then updating the plan is estimated as follows:

- Year One: Consulting fees/expenses for plan preparation - $80,000.

- Year Two and Beyond: Consulting fees for plan updates - $40,000.

Second, the full implementation of the plan, and its official use as a guide document for decision-making about facilities, has the potential of creating a transparent set of actions that can be easily understood and thus supported or opposed by the general public. Savings due to an avoidance of errors, and less need to react rapidly to unanticipated situations, are palpable, but cannot be easily quantified. This is also the case from an avoidance of unresolved debates and arguments due to a lack of information and facts.

Third, by conducting the initial plan preparation work in conjunction with Henry County Public Schools, a more dispassionate view can be gained of the advantages and disadvantages of a school division merger.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Prepare and Update a Five-Year Facilities Master Plan	($80,000)	($40,000)	($40,000)	($40,000)	($40,000)

FINDING

A merger under one school administration of Henry County Public Schools and Martinsville City Public Schools has been under intermittent discussion by representatives of both parties and their taxation authorities with varying intensity during the past ten years. The underlying assumption is generally that a merger will save money because only one central administration is needed, rather than two.

However, it is significant that, after years of discussion and consideration, no merger has occurred. According to a large body of research dating back to 1960, the cost savings of consolidation may be illusory because savings in some categories are often more than offset by cost increases elsewhere. An article in the June 1, 2003 issue of the Rural School and Community Trust Journal, *"The Fiscal Impacts of School Consolidation: Research Based Conclusions,"* summarizes this research *(http://www.ruraledu.org/ articles.php?id=2042).*

It is clear from the article, and from its extensive bibliographic references, that school consolidations are neither straightforward propositions, nor can their outcomes be resolved quickly and easily. An excerpt from the article provides some of the reasons:

> *Many consolidation decisions are justified in part on projected cost savings. These projections are based on standard economic theory regarding "economies of scale." Theoretically, certain fixed costs—such as the number of administrators or the amount spent on utilities—do not increase, and may even decrease, when the number of students in a school or district increases with consolidation. With more students and the same or lower costs, the total cost per student should come down. Some analysts and many consolidation proponents accept as an article of faith that larger schools and larger districts have lower costs per pupil than smaller ones.*

But the relationship between size and cost is not that clear, as the many studies reveal:

- An early study by Hirsch (1960) of 29 school districts near St. Louis reviewed costs not only on a per pupil basis, but based on number of pupils per square mile, and rate of increase in enrollment. Hirsch concluded that there were no consistent economies of scale, and that sharing academic programs would be a more cost-effective way than consolidation to deal with the fiscal problems of districts.

- A quarter of a century later, Valencia (1984) reviewed 40 studies on the impact of school closures on costs and other factors. He concluded that "closing schools reduces per-pupil costs very little, if at all." One of the leading studies Valencia reviewed (Andrews 1974) examined school closures in 49 districts nationwide. Of the 49 districts, 35 had projected cost savings in support of the proposed closures. Andrews compared these projections with the actual changes in cost after the closures. Of the 35, only 12 had actually calculated the changes in cost after the closures. Of the 12, only four were able to report actual savings, six concluded the closures had no cost impacts, and two reported actual cost increases.

- Later, Jewell (1989) studied data from 50 states and the District of Columbia and found that per pupil cost and student enrollment were not statistically related, suggesting that there are no economies of scale.

- At the same time, Kennedy et al (1989) analyzed 330 school districts in Arkansas and found very slight correlations between district size and cost per student (measured as Average Daily Attendance), with the cost being lower in the larger districts. Test scores at some grade levels were higher in smaller districts and some were higher in larger districts. Larger districts were also more likely to have higher drop out rates. All of these correlations, however, were very slight and not practically significant. The authors concluded that "there is no evidence to suggest that consolidation of small school districts into larger ones will necessarily reduce expenditures per student, increase standardized test scores, or reduce dropout rates."

- More recently, Streifel et al (1991) analyzed the revenue and expenditure changes for three years before and after 19 school district consolidations, comparing the rate of change to the state average rate of change. The 19 were selected from information supplied by state departments of education. Five of the 19 were in Arkansas. He found no statistically significant relationship between changes in the total cost per pupil of the consolidated districts and the other districts in the same states and concluded that "…there appears to be no overall basis for expecting that significant financial advantage or increased revenue are necessary outcomes of consolidation."

- And most recently, the *Charleston Gazette*, in a national award winning series of articles on the cost of school closings in West Virginia, found that over a ten-year period the state closed 325 schools in pursuit of economies of scale, and in doing so substantially increased the number of central office administrators, despite the fact that the number of students being served by the system declined by 41,000 in this period. Meantime, per pupil transportation costs more than doubled (Eyre and Finn 2003).

RECOMMENDATION

Recommendation 6-5:

Seek opportunities to be mutually supportive and collaborative between MCPS and HCPS as well as with the city and county government.

Regardless of any eventual moves toward an actual merger between the two school divisions, such opportunities may, in fact, save money on a continuing basis. Opportunities for collaborative efforts should also be explored between the two school divisions and also between the city and county governments, for a possibility of cooperative ventures sometimes involving all four entities.

The joint effort at facilities master planning between the city and county public school systems in **Recommendation 6-4** is one example of mutually beneficial collaboration. In facilities, results of this effort may, for example, lead to:

- two or more proximate school divisions sharing in the cost of a demographic study;

- one school division housing a program run by the other adjoining division; and

- one school division deciding not to build a new facility because the other nearby one has available facilities that can be renovated and adapted.

Other potentially valuable areas of collaboration among proximate school divisions include:

- joint purchasing of cleaning materials and supplies to obtain economies of scale;

- joint service contracts for equipment;

- a reduction in the number of buses by sharing routes; and

- the removal of duplication by sharing bus maintenance facilities across all school divisions.

A broader range of collaboration among all four entities could result in even greater savings.

FISCAL IMPACT

The fiscal impact of collaborative efforts must be calculated on a case-by-case basis. A specific example with a fiscal impact calculation is shown in **Recommendation 6-10**. Collaboration among the four CEOs recommended in **Recommendation 6-5** will require time on each of their parts, the degree of which can not be estimated.

FINDING

Facilities-related policies and procedures are accessible to the public on the MCPS web site. These can be found as follows: *http://www.martinsville.k12.va.us/hr/ policies/ Section%20F.html*. The following policies are contained in the MCPS Policy Manual:

- Facilities Development
- Facilities Planning
- Playground Equipment
- Educational Facilities Specifications
- Energy Conserving Construction
- Accommodations for the Disabled
- Supervision of Construction
- Public Dedication of New Facilities
- School Names
- Retirement of Facilities

All of the posted policies show that they have been updated consistently, with the most recent comprehensive action occurring in 2007. All applicable statutes are references for each policy listed.

- The **Facilities Development Policy** emphasizes meeting the division's new instructional goals and educational philosophy with new facilities and renovations, and with emphasis on updated safety, disabled accessibility, low maintenance costs, and energy conservation, along with a consideration of participation from teachers, students, and the community.

- The **Facilities Planning Policy** emphasizes the Five-Year Capital Improvement Program and broad-based participation from staff and community, and recommendations for facilities closure, renovations, and new construction, based on researched facts and figures, including five-year enrollment projections, that support the need for new construction and renovation.

- As a general rule, unless specifically stated otherwise, the **Playground Equipment Policy** places principals in charge of any such equipment installed, requiring a minimum monthly inspection by the principal, and giving full authority for temporary shutdown or removal of any equipment deemed unsafe by the principal.

- The **Educational Facilities Specifications Policy** outlines clearly and correctly the following requirements for a detailed description of:

  - activities that will take place in the building;

  - the curriculum to be housed in the building;

  - specific architectural characteristics desired;

  - the facilities needed, equipment requirements, and space relationship to other facility elements; and

  - an introductory section describing the community and the educational philosophy of the division.

  The policy permits the division to hire consultants for this effort as necessary.

- The **Energy Conserving Construction Policy** places a high priority on the use of the most efficient energy-saving designs within an acceptable budget, requiring full compliance with the Commonwealth's energy codes.

- The Accommodation for the **Disabled Policy** properly follows the requirements of the Americans with Disabilities Act and other pertinent federal laws.

- The **Supervision of Construction Policy** recognizes correctly that the division often needs to protect its interests by hiring a person named construction representative, project inspector, or clerk of the works separately from the architect and the contractor.

- The **Public Dedication of Facilities Policy** allows dedication ceremonies to occur following completion of major building projects.

- The **School Names Policy** gives sole discretion to the school board for naming buildings, requires anyone to have a building named for them to have been deceased for at least ten years, and nominations to be made with reasons for support in writing, and with the individual or group making a nomination clearly identified.

- The **Retirement of School Facilities Policy** correctly emphasizes that such a decision should only be reached after all carefully examined alternative uses have been exhausted as feasible.

COMMENDATION

The MCPS facilities policies appear to be well-considered and sound, and the policies are being followed as stated.

FINDING

While the web site posting and otherwise easy accessibility of school board policies is commendable, there appears to be one policy area not addressed. The MCPS policy on the use of facilities by outside organizations or groups after school hours and on weekends has not been developed. This may be understandable, since provisions for a formal process to use MCPS facilities have only been in operation since the beginning of August 2009.

The following documents have been developed and placed into use:

- a contract form specifying the rules to be followed, the type of event to be held, the organization requesting the facility, and the need for custodial, audio-visual, and other paid assistance, signed by the principal and a person authorized to sign for the requesting organization;

- a Facilities Use Procedure Memorandum which becomes a part of the contract by reference;

- a Memorandum on Event Worker Payroll Procedures;

- Event Request Forms to be completed as applications by organizations and groups seeking to use MCPS facilities; and

- a schedule of user fees.

A pattern of income has not yet been established since August 1, when the formal facilities use procedure was started.

RECOMMENDATION

Recommendation 6-6:

Formalize as an official board policy for the after-hours use of facilities by outside organizations and groups.

A draft policy document should be prepared for submission to the school board by the superintendent. This policy should reflect the current procedure, but not the full detail of hourly charge rates for event workers, or a schedule of fees. Instead, the policy should direct the superintendent to set such rates and fees, with the consent of the MCPS School Board. The policy may provide for a differentiation of fees between for profit and non-profit organizations, and identify certain types of groups that may use the facilities at no charge. Major ground rules (e.g. no smoking, liability insurance mandates, security requirements, etc.) should also be referenced in the policy document.

The draft policy should be discussed by the MCPS School Board, and then adopted.

FISCAL IMPACT

The coordinator of facilities should draft the policy and submit the draft to the executive director and superintendent for comment. The policy should than be sent to the board for review and adoption. An estimated two hours of the coordinator of facilities' time is needed.

Most schools with an appealing auditoriums and cafeterias can attract a conservatively estimated minimum of $100 in user fees per month. MCPS has four such facilities, with the exception of Clearview Pre-School. Facilities with acreage suitable for informal intramural-style sports can attract an additional $50 per month for eight months (with the remainder being too cold). Conservatively, the potential income from the use of the school facilities is computed as follows:

- Four schools @ $100/month x 12 months = $4,800
- Two schools with acreage @ $50 x 8 months= $ 800
                      Total per year = $5,600

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Implement Facilities-Use Policy	$5,600	$5,600	$5,600	$5,600	$5,600

6.3   *MAINTENANCE OPERATIONS*

Maintenance protects the investment made in facilities. If the facilities were constructed with materials and systems that are easy and inexpensive to maintain, then true life-cycle costing was practiced. If materials and systems are replaced after their life expectancy has been reached or exceeded, and scheduled maintenance is performed as appropriate, no deferred maintenance will be in evidence. If, in addition, a sufficient maintenance workforce has been hired to complete all work orders in a timely manner and without a backlog, then the buildings can last and perform satisfactorily for decades, even centuries, to come.

MCPS maintenance operations are among the most highly rated among K-12 schools in Virginia ever encountered by Evergreen. Of three key statements in **Exhibit 6-5** concerning maintenance, 100 percent of the responses of MCPS central office administrators and school administrators *agree* or *strongly agree* that schools are well maintained, repairs are made in a timely manner, and emergency maintenance is handled promptly. Teachers *strongly agree* or *agree* over 80

percent on all three statements, one of the highest teacher approvals ever received on an Evergreen survey. Note also the extremely small percentage of teacher responses in the *strongly disagree/disagree* column. The two columns to the right compare responses from peers in Evergreen's survey database with the responses from MCPS.

Exhibit 6-5
Central Office Administrators, School Administrators and Teachers Survey Results
on Maintenance Issues in Martinsville City Public Schools
and Districts in Evergreen's Survey Database

Central Office Administrators	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
Survey Statement	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Schools are well-maintained.	100%	0%	78.3%	14.2%
Repairs are made in a timely manner.	100%	0%	61.6%	31.7%
Emergency maintenance is handled promptly.	100%	0%	78.3%	13.3%
Principals	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
Survey Statement	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Schools are well-maintained.	100.0%	0%	68.2%	31.2%
Repairs are made in a timely manner.	100.0%	0%	66.0%	27.9%
Emergency maintenance is handled promptly.	100.0%	0.0%	67.8%	16.4%
Teachers	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
Survey Statement	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Schools are well-maintained.	85.0%	7.5%	56.0%	35.7%
Repairs are made in a timely manner.	80.9%	8.7%	46.0%	44.6%
Emergency maintenance is handled promptly.	82.7%	2.3%	65.5%	17.3%

Source: Evergreen Solutions Survey Results, 2009.

FINDING

The current total square feet of floor area for MCPS buildings is almost 670,000 (see **Exhibit 6-1**).   According to the most recent "38th Annual Maintenance and Operations Cost Study for K-12 Schools" by *American School and University Magazine,* the current average floor area maintained per maintenance worker in K-12 schools across the entire United States is 79,293.

MCPS employs five full-time, 12-month maintenance workers trained in major trades and cross trained in others. Covering a grand total square footage of 670,000, each maintenance worker's share is 134,000 square feet, considerably higher than the national average of 79,293. A full-time groundskeeper assists the five maintenance workers whenever possible, thus lowering the above average slightly. In addition, custodians at each major building perform some minor maintenance work (e.g. replacement of filters and light bulbs), but that is a typical pattern of work sharing common in most schools. Consequently, the higher-than-average square feet per maintenance worker remains real in MCPS.

Much of this high performance is accomplished because the maintenance workers admit to functioning in the manner of a unit—as a team. Each maintenance worker brings a specialty, but

is capable of assisting anyone else in their particular discipline. There is visible pride in their mutual respect and trust, and their willingness to lend other team members a hand.

Another likely reason for this high efficiency of the maintenance workers is the complete absence of deferred maintenance in MCPS. The school division believes deferring scheduled maintenance is never a cost savings, and neither is the deferment of legitimate work orders requiring timely repairs. Consequently, MCPS has no deferred maintenance and no work order backlog. This means that the maintenance worker team spends far less time than teams in other school divisions responding to emergencies. When boilers are maintained as required, they are less likely to break down unexpectedly and inconveniently during the heating season. When roofs are properly inspected and repaired, they are less likely to leak unexpectedly.

COMMENDATION

Martinsville City Public Schools is commended for its extraordinarily team of maintenance workers who are role models for collaboration and efficiency, achieving maintenance service per person of nearly 134,000 square feet, compared to a national average of less than 80,000 square feet per maintenance worker.

FINDING

Among the team of five maintenance workers, two will reach retirement age in just a few years. The teamwork represented by the group of five and may be lost if retirees are replaced without much forethought or preparation. It is important that new hires are interviewed, to see that they share the positive attitude currently exhibited by the team of maintenance workers. Unfortunately, one uncooperative person, perhaps prone to bickering and argumentation, can destroy the productivity currently exhibited by maintenance employees.

RECOMMENDATION

Recommendation 6-7:

Search for, and hire on a provisional basis, a replacement maintenance worker three to six months before the next maintenance worker's retirement date.

The search should be based on the desired skill and skill level, the degree of cross training the candidate already exhibits, and, most importantly, the degree of respect and teamwork the new person brings to the job and to the team. Because Martinsville is still a relatively small community, a person's reputation is usually known to many. It is therefore advisable to hire a person that is respected by others for the qualities previously described.

It is assumed that the compatibility of the newly hired person with the team can be readily identified within a few months. If compatibility is evident, and skills are as desired, then the newly hired maintenance worker would take his or her place.

If problems are evident with the newly hired replacement candidate, that person can be let go, and another person hired to try for a match once again. If success in the replacement effort seems to elude, the retiree may need to be asked to stay on slightly beyond the expected retirement date.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The coordinator of facilities will need between two to four hours to implement this recommendation.

FINDING

MCPS maintenance employees use the SchoolDude software to automate tracking and processing of work orders. The software was purchased and implemented by the former coordinator of facilities. He and others working with SchoolDude received the necessary training, but the current coordinator of facilities and others lack the training needed to implement all major modules of the software completely.

At the present time, only the most rudimentary parts of SchoolDude are in operation: entering of work orders at school locations by school administrators and the central processing of these work orders. Occasionally, custodians have also not been sufficiently trained – they are asked to fill out work order requests by hand for someone else to enter into the system.

Among the features of SchoolDude currently not used are the following:

- record keeping for the scheduling of personnel for maintenance calls, the timely ordering of required parts and tools, and the coordination with outside maintenance contractors, as may be required (Note: Other items that can be monitored include work order cost and the speed of work order fulfillment.);

- an analysis of work order history to determine the nature of the most frequent work orders, and the identification, and possible removal, of weak spots in the school facilities; and

- an analysis of work order history to forecast the types of maintenance jobs likely to arise. (Note: This information can be used to pre-order parts, or to develop/modify a preventive maintenance schedule).

RECOMMENDATION

Recommendation 6-8:

Schedule all needed training in the SchoolDude software as quickly as possible to permit its fullest possible use by all appropriate persons in facilities.

The training of the coordinator of facilities and his administrative associate should occur as soon as possible. In addition, every school principal could be given basic SchoolDude training, and designate staff to be trained in the rudimentary preparation of a work order and its routing for approval. In most cases, it is expected that one day and one night custodian receive this training per school and that could be offered by the coordinator of facilities once he is trained. The training should be conducted preferably during summers, when regular classes are not in session. Perhaps a SchoolDude representative could come to MCPS to provide local training.

FISCAL IMPACT

According to the SchoolDude University, tuition is $300 per person. The training of the coordinator of facilities and the administrative associate will take less than one day. It is estimated that the coordinator of facilities will require one to two hours to train other employees.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Conduct SchoolDude Training	($600)	$0	$0	$0	$0

6.4   *CUSTODIAL OPERATIONS*

Safe, clean, and sanitary facilities are essential elements in today's educational environment. School districts vary in how these functions are delivered. Typically, school boards either outsource custodial and other services, or organize a comprehensive in-house system of services. Personnel may be employed by either the school district or the outsource company. Management responsibility, if the program is totally in-house, may reside either partially or wholly with the central office or the individual school or cost center. The decision to determine the desired structure is usually based on a number of criteria, including minimizing costs to the school district, improving services to schools, and reducing the span of control of district or school administrators.

Custodians are the eyes and ears of maintenance: they can see and hear evidence of trouble before a major problem develops (e.g., an air handler about to seize-up, or a small variable air volume box leak before it becomes a flood, and many similar conditions). Custodians are often the initiators of work orders to correct minor problems before they become bigger ones.

FINDING

Although no officially accepted standard exists, the following definition from the *Planning Guide for Maintaining School Facilities* (Association of School Business Officials, February 2003) is pertinent:

> *ESTABLISHING EXPECTATIONS FOR CUSTODIAL EFFORTS*
>
> *Planners, administrators, and community members must agree on what constitutes "cleanliness." While there is not a nationwide standard for describing standards of cleanliness, a five-tiered system of expectations is emerging to help guide decision-making:*
>
> ***Level 1*** *cleaning results in a "spotless" building, as might normally be found in a hospital environment or corporate suite. At this level, a custodian with proper supplies and tools can clean approximately 10,000 to 11,000 square feet in an 8-hour period.*
>
> ***Level 2*** *cleaning is the uppermost standard for most school cleaning, and is generally reserved for restrooms, special education areas, kindergarten areas, or food service areas. A custodian can clean approximately 18,000 to 20,000 square feet in an 8-hour shift.*

Level 3 cleaning is the norm for most school facilities. It is acceptable to most stakeholders and does not pose any health issues. A custodian can clean approximately 28,000 to 31,000 square feet in 8 hours.

Level 4 cleaning is not normally acceptable in a school environment. Classrooms would be cleaned every other day, carpets would be vacuumed every third day, and dusting would occur once a month. At this level, a custodian can clean 45,000 to 50,000 square feet in 8 hours.

Level 5 cleaning can very rapidly lead to an unhealthy situation. Trash cans might be emptied and carpets vacuumed on a weekly basis. One custodian can clean 85,000 to 90,000 square feet in an 8-hour period.

The figures above are estimates. The actual number of square feet per shift a custodian can clean will depend on additional variables, including the type and age of flooring, wall coverings, and the type of structure (mobile units are inherently less efficient to clean than standard school facilities.)

During tours of MCPS school facilities, Evergreen Solutions staff observed the levels of cleanliness to be two (2) in the restrooms and three (3) elsewhere. Surveys of central administrators, school administrators and teachers also confirm high satisfaction with the state of cleanliness in the buildings as shown in **Exhibit 6-6**. In the case of maintenance, the ratings received by Evergreen are among the highest for any school division. A ranking of nearly 84 percent from teachers is especially significant in light of the numbers from the comparison districts.

Exhibit 6-6
Central Office Administrators, Principals, and Teachers Survey Results
on Cleanliness Issues in Martinsville City Public Schools
and Districts in Evergreen's Survey Database

	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
Survey Statement/Respondent Group	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**	**Strongly Agree/Agree**	**Strongly Disagree/Disagree**
Schools are clean.				
Central Administrators	100.0%	0.0%	83.3%	11.1%
Principals	100.0%	0.0%	75.8%	19.3%
Teachers	83.7%	8.7%	59.1%	31.5%

Source: Evergreen Solutions Survey Results, 2009.

COMMENDATION

Martinsville City Public Schools is commended for achieving a Level 2 and 3 cleanliness rating according to the guidelines issued by the Association of School Business Officials, as well as for a high rating from central administrators, principals, and teachers.

FINDING

A total of 35 custodians (many of them listed as part-time) serve a gross square foot area of 670,000. As shown earlier in **Exhibit 6-3,** these custodians are assigned to various schools and

other buildings in a carefully-crafted mix that seeks to balance the workload represented by the MCPS facilities.

Exhibit 6-7 shows a full-time equivalent calculation to determine the ratio of square feet per full-time custodian. This calculation is necessary in order to arrive at the full-time equivalent number of the many different types of part-time custodians on staff at MCPS. The 35 custodians on the payroll represent 22 full-time custodians.

These 22 FTE custodians divided into 670,000 square feet yields a ratio of 30,500 square feet per custodian. This ratio is slightly below the current average square footage per custodian of 32,100 reported in the 38th Annual Operations and Maintenance Cost Study of *American School and University Magazine.* In the 37th Annual Study, this ratio was 20 percent less: 26,800 square feet per custodian.

Exhibit 6-7
Full-Time Equivalent Calculation
of 35 MCPS Custodians

1. Eight Day Custodians 240 days/yr = 8 x 1 FTE	8.0 FTE
2. Four Day Custodians 200 days/yr = 4 x .8 FTE	3.2 FTE
3. One Day Custodian 240 days/yr part-time = 1 x .5 FTE	.5 FTE
4. Thirteen Night Custodians 240 days/yr part-time = 13 x .5 FTE	6.5 FTE
5. Nine Night Custodians 200 days/yr part-time 9 x .4 FTE	3.6 FTE
FTE of 35 custodians	**21.9 FTE**

The number of MCPS custodial staff therefore appear to be slightly greater than the optimum number of 21 FTE, reflecting the current nationwide average of one custodian for every 32,000 square feet in floor area. However, it must be noted that custodians assigned to schools also perform grounds keeping duties to supplement the one groundskeeper on the maintenance staff. The exact effect of this grounds keeping assignment cannot be easily calculated, but it does have an upward effect on the above ratio, very likely by approximately one FTE.

COMMENDATION

Martinsville City Public Schools is commended for its excellent school cleanliness achieved with a careful staffing of custodial assignments and almost reaching the average nationwide custodial service ratio of 32,000 square feet per custodian.

FINDING

Evergreen consultants observed a positive and cooperative work ethic which pervades custodians in a fashion similar to what was found among maintenance workers. The mutual respect and willing spirit of cooperation was present in all schools. As it is the case with maintenance workers, this positive attitude among custodians is commendable, as it contributes to the high

performance ranking and levels of cleanliness achieved. Therefore, MCPS must find ways of preserving the culture of teamwork present among the custodial staff.

Custodians noted that they must currently shoulder the workload of fellow custodians that are absent due to illness and other reasons. While short absences are easy to accommodate, absences of more than a few days begin to interrupt the overall performance and productivity of the teams. This problem did not exist until MCPS discontinued having the substitute roster for custodians.

RECOMMENDATION

Recommendation 6-9:

Re-establish a substitute roster for custodians as a means to relieve workload inequities during absences of custodians, and as a tool for considering candidates for permanent custodial positions.

A substitute roster costs MCPS nothing, unless and until a substitute is picked from the roster to fill in for an absent custodian. In addition, it is likely that the substitute roster contains candidates for permanent hiring when a full-time or part-time position becomes available. By having such persons available to observe while they perform substitute duties, the ones fitting the prevailing work ethic pattern can be identified and marked for a future permanent job. Such action helps assure a continuation of the positive and cooperative spirit now present among the MCPS custodial staff.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The coordinator of facilities should create the substitute roster. This will take an estimated one to two hours of his time.

FINDING

The possibility of expanding shared services between the City of Martinsville and MCPS has been examined elsewhere in this chapter, including the possibility of cooperative ventures between the Henry County Schools and county government, and city government and Martinsville City Public Schools. One particular area of commonality between all four agencies is the use of custodians and cleaning chemicals for the school and government-owned buildings.

According to the 38th Annual Operations and Maintenance Cost Study by *American School and University Magazine,* 23 percent of schools nationwide now have a green cleaning program, and an additional 37 percent plan to initiate such a program in the near future (1-2 years). Consequently, there is much information in the literature on this subject, including in the *American School and University Magazine.*

The attractiveness of green cleaning lies in health and economic benefits: environmentally friendly cleaning agents are benign and non-toxic agents that do not adversely affect indoor air quality. Thus they are better for everyone concerned: custodians and other workers, students,

teachers, and administrators. In addition, green cleaning agents are generally less costly than conventional chemical agents.

It is, however, important that a successful green cleaning program does not cause custodial productivity to decrease, or to be less effective in removing grime, grease, and other common dirt, or in creating a less sanitary set of conditions, especially in bathrooms and food service areas (see *http://en.wikipedia.org/wiki/Green_cleaning* for further details).

RECOMMENDATION

Recommendation 6-10:

Initiate a green cleaning program as the first fully cooperative venture between all four entities – the city, the county, and the city and county schools.

The green cleaning program should have as its aim tangible health and economic benefits. The health benefits should be clearly documented in the literature concerning the cleaning agents used. Economic benefits should come from two sources: the lower cost inherent in green cleaning agents, and the economies of scale gained from a joint purchase of green supplies and cleaning agents. In addition, the cleaning agents must be as effective or more effective than chemicals now in use.

FISCAL IMPACT

The coordinator of facilities should do the necessary research. This should take about five hours.

A ten percent joint purchasing savings in custodial supply costs (uniforms, cleaning chemicals and utensils, and not including food service uniforms) would amount to approximately $8,000 per year for MCPS alone, based on expenditure records provided by the division. The time line below reflects the fiscal impact of joint purchasing of custodial supplies if the city and county governments, and the county schools, also were to participate.

Evergreen estimates this savings to amount to $8,000 per year for MCPS, and a minimum of an additional $12,000 for the larger HCPS and the two governments, for a total of $20,000 per year, starting in 2010-11. Only the MCPS cost savings is estimated below.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Initiate Joint Purchasing of Custodial Supplies	$8,000	$8,000	$8,000	$8,000	$8,000

6.5   *ENERGY MANAGEMENT*

The school buildings and other facilities of a school division consume significant amounts of energy that often appear to be an ever growing and sometimes unpredictable component of the overall annual budget. With the advent of increased costs for energy to provide fuels for HVAC systems, transportation, 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 a 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 improvements 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.

FINDING

Standard, computer-based energy management systems have been used in MCPS on a routine basis for many years, and energy management has yielded an acceptable rate of consumption. **Exhibit 6-8** shows the Martinsville City Public Schools Utilities Cost Report for 2008-09.

Exhibit 6-8
MCPS Utilities Cost Report for
Sewer & Water, Electrical, and Gas
2008-09 School Year

Name of Building	Floor Area (s.f.)	Total Cost per Building
Clearview Pre-School	37,550	$28,992
Central Administration/GED	41,015	$36,774
Patrick Henry Elementary	65,880	$78,055
Albert Harris Elementary	133,150	$142,215
Martinsville Middle	135,582	$105,600
Martinsville High	196,000	$223,140
Martinsville HS Vocational	45,124	Incl. in HS
Brown Street Gymnasium	15,618	Incl. in MS
Total for all buildings	669,919	$614,776
Cost per square foot		**$.91/sf**

Source: Created by Evergreen Solutions from data provided by MCPS, 2009.

According to the 38th Annual Maintenance and Operations Cost Study of *American School and University Magazine,* schools in the United States spent an average of $1.52 per square foot on all forms of energy costs. MCPS energy costs per square foot were over 40 percent below this national average.

COMMENDATION

Martinsville City Public Schools is commended for its efforts to control the amount of energy use in its facilities to 40 percent below the national average for K-12 schools in 2008-09.

FINDING

Exhibit 6-9 shows the responses of MCPS central office administrators, school administrators, and teachers compared to responses from respondents in Evergreen's survey database. The statement to which a response was solicited was "*The division has an effective energy management program.*"

Exhibit 6-9
Central Office Administrators, Principals, and
Teachers Survey Results on Energy Management in
Martinsville City Public Schools and Districts in Evergreen's Survey Database

Survey Statement/Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The division has an effective energy management program.				
Central Office Administrators	60.0%	0%	58.5%	21.1%
Principals	92.3%	0%	61.8%	16%
Teachers	55.5%	3.5%	49.8%	20.4%

Source: Evergreen Solutions Survey Results, 2009.

Survey responses by MCPS central office administrators, principals, and teachers show that most employees are aware of such a program, but many others appear to be uncertain that such a program exists. Computer-based energy management programs have been in existence at MCPS for many years, but they appear not to have been given much publicity.

Yet, the position of MCPS at 40 percent below the national average is a significant achievement – a savings in 2008-09 of over $400,000 over the national average.

RECOMMENDATION

Recommendation 6-11:

Publicize energy management achievements in internal and external publications to inform building users and the general public of the division's work to save money on energy use.

If energy management achievements are made better known to students, teachers and administrators, they are likely to have greater motivation to continue energy-saving alternatives. In addition, the general public may be more favorably inclined towards approving future bond issues when they are shown positive efforts by the school division in saving energy.

FISCAL IMPACT

In the opinion of Evergreen Solutions, there is no fiscal impact from this recommendation. When a school division uses its own publications and web sites to include articles about its own achievements, no additional cost is incurred. Radio and television interviews on the subject, and public service announcements should be equally free. Announcements and articles in newspapers are also a free public service.

FINDING

During the site visit by the Evergreen, the division was considering proposals from Energy Systems Companies (ESCOs) for performance contracts and an alternative energy education program. MCPS informed Evergreen Solutions that the division will negotiate for a program emphasizing behavior modification using an "Energy Educator." This program is offered by *Energy Education* (*www.energyeducation.com*).

Evergreen has seen the effects of this program in other school districts as generally positive and significant. It is clearly applicable to the MCPS energy consumption profile. While significant achievements in energy conservation are in evidence from the computer-based energy management systems (and an effective preventative maintenance program), there have been few efforts made to save more energy by teaching employees how to be more prudent energy users.

MCPS officials were correct in favoring this option over performance contracting because performance contracting would have been costlier for a potentially lower return on investment than the energy education option.

RECOMMENDATION

Recommendation 6-12:

Proceed with negotiations to establish an energy education program using an energy educator reporting directly to the superintendent.

Evergreen Solutions has witnessed the positive results of such programs whenever a K-12 school division has employed them. An additional attraction is that the energy savings achieved through behavioral modifications require very little upfront investment in the form of an energy educator position, as opposed to the purchase of more energy-efficient equipment costing hundreds of thousands of dollars. Finally, the company providing the service offers a guarantee of a minimum amount of energy savings.

FISCAL IMPACT

Based on industry best practice standards, there is no doubt that behavioral changes at MCPS can yield significant additional savings. Evergreen Solutions estimates the savings from an Energy Education Program to be about $8,000 per month, or $96,000 per year, but guarantees by the Energy Education Company may be greater. We have projected this as a stratified savings for the first two years.

The superintendent will need an estimated three hours to finalize the contract.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Implement Energy Education Program	$32,000	$64,000	$96,000	$96,000	$96,000

CHAPTER 7:
TRANSPORTATION

Chapter 7

TRANSPORTATION

During the 2008-09 school year, Martinsville City Public Schools provided regular and exclusive school bus service to 1,765 students. This is a 146 student increase from the 1,619 students transported during the 2007-08 year. For the 2009-10 school year, the MCPS Transportation Department reported using 24 regular school buses and three special education school buses to transport 1,452 students. This is a 313 reduction from the 1,765 students provided transportation service in the previous school year. Among those served are 414 alternative/special education students, who, because of their varying disabilities or special needs, require special arrangements to school sites.

The Code of Virginia states, in part, "County school boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation." Martinsville City Public Schools provides all students free of charge bus transportation to and from school up to a distance of one mile from his/her residence within the student's attendance area. Transportation is also provided between the home or school and other educational facilities operated by Martinsville City Public Schools in which the student is enrolled. Additionally, students may be required to meet a bus at an assigned stop at a distance up to one-half mile from his/her residence on a state-maintained road.

Martinsville City Public Schools is in compliance with Virginia Department of Education regulations. The school division provides efficient student transportation services. The division performs this responsibility in a safe manner. The Evergreen Team found issues that should be corrected or improved as they relate to the transportation function in Martinsville City Public Schools. Initiating recommended improvements by Martinsville City Public Schools outlined in this chapter should increase efficiency, personnel retention, and operational integrity.

This chapter presents Evergreen Solutions major findings, commendations, and recommendations for the transportation function in Martinsville City Public Schools. The five major sections in this chapter are:

>   7.1   Organization and Staffing
>   7.2   Planning, Policies, and Procedures
>   7.3   Routing and Scheduling
>   7.4   Training and Safety
>   7.5   Vehicle Maintenance and Bus Replacement Schedules

Evergreen Solutions conducted a survey of MCPS central office school administrators, school administrators, and teachers as part of this efficiency review. Their opinions and attitudes gathered at the time of the diagnostic review, although not a complete picture of the transportation function, are valuable observations. Employees were asked questions focusing on school arrival time, sufficient number of buses, field trip support, transportation efficiency, and safety and bus driver operations. Responses to the survey were compared to peer districts in

Evergreen's database. **Exhibits 7-1** through **7-3** provide the survey results for MCPS central office administrators, school administrators, and teachers compared to school districts/divisions in Evergreen's survey database.

Exhibit 7-1 summarizes central office administrator results compared to peers. As can be seen, overall, central office administrators are satisfied with student transportation services. One of the lowest ratings is on bus drivers handling discipline issues on buses. However, MCPC administrators have about the same level of satisfaction as their peer group. **Exhibit 7-1** also indicates that buses deliver students to school on time, there are sufficient buses and bus drivers to meet extracurricular needs, bus service is dependable, students feel safe riding buses, and bus ride times are not too long. It is pointed out that the issue of discipline being handled by bus drivers is not only an issue in MCPS and its peer comparisons, it is also an issue existing at other school divisions/districts where Evergreen Solutions has performed similar assessments.

Exhibit 7-1
Transportation Comparison Survey Responses
MCPS Central Office Administrators
2009-10 School Year

Survey Statement	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree	Strongly Disagree	Strongly Agree	Strongly Disagree
Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0.0%	90.0%	13.8%	58.4%
There are sufficient buses and drivers to meet extracurricular needs of students.	70.0%	0.0%	40.9%	50.3%
Buses are often broken down, disrupting services.	0.0%	100.0%	14.0%	59.2%
The process for requesting a field trip is efficient and effective.	80.0%	0.0%	61.5%	19.1%
Bus drivers effectively handle discipline issues on the buses.	30.0%	20.0%	31.1%	49.8%
Students do not feel safe riding school division buses.	10.0%	70.0%	14.7%	56.8%
Bus ride times are too long.	10.0%	70.0%	13.6%	13.6%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 7-2 summarizes school administrator results compared to peers. This exhibit shows overall satisfaction with student transportation services. The overall satisfaction with transportation MCPS services is very high and shows a greater satisfaction level than the peer comparison group. Bus drivers effectively handling discipline issues on buses do not seem to be a major issue for school administrators. In summary, responses by school administrators to survey questions show satisfaction with student transportation services.

Exhibit 7-2
Transportation Comparison Survey Responses
MCPS School Administrators
2009-10 School Year

Survey Statement	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree	Strongly Disagree	Strongly Agree	Strongly Disagree
Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	7.7%	92.3%	13.7%	58.4%
There are sufficient buses and drivers to meet extracurricular needs of students.	84.6%	0.0%	42.6%	50.4%
Buses are often broken down, disrupting services.	7.7%	92.3%	14.0%	61.9%
The process for requesting a field trip is efficient and effective.	84.6%	7.7%	64.1%	18.4%
Bus drivers effectively handle discipline issues on the buses.	76.9%	7.7%	32.2%	52.5%
Students do not feel safe riding school division buses.	7.7%	92.3%	15.8%	58.2%
Bus ride times are too long.	15.4%	84.6%	32.6%	32.6%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 7-3 shows the results of the MCPS teacher survey and also shows the peer comparisons in Evergreen's survey database. MCPS teacher responses are more critical of transportation services than central office administrators and school administrators. Their responses rate transportation services lower in six of the seven categories—the exception being the survey question which addresses students feeling safe riding school division buses. Evergreen Solutions find this disparity a common occurrence nationally with teacher responses. Teachers are closer to delivery of transportation services than central office administrators or school administrators, and have a better perception of transportation related services.

Exhibit 7-3
Transportation Comparison Survey Responses
MCPS Teachers
2009-10 School Year

Survey Statement	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree	Strongly Disagree	Strongly Agree	Strongly Disagree
Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	4.0%	84.5%	13.5%	67.1%
There are sufficient buses and drivers to meet extracurricular needs of students.	67.8%	6.3%	42.9%	31.1%
Buses are often broken down, disrupting services.	1.2%	75.1%	7.2%	62.2%
The process for requesting a field trip is efficient and effective.	68.2%	5.8%	56.2%	17.5%
Bus drivers effectively handle discipline issues on the buses.	37.4%	11.5%	26.7%	19.8%
Students do not feel safe riding school division buses.	8.6%	59.8%	11.2%	48.3%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 7-3 shows general satisfaction with transportation by teachers regarding bus drivers handling discipline problems on buses. Teachers in the peer group generally agree with MCPS teacher responses. The overall satisfaction with MCPS transportation services is not as high among teachers. A corresponding sentiment is reflected in the peer group comparison.

In summary, the three surveys show overall satisfaction with the transportation function as assessed by MCPS central office administrators, school administrators, and teachers. It is important to point out that the ratings given by this group is one of the higher assessments recorded by Evergreen. In addition, MCPS shares the same challenges of school divisions nationally with bus driver recruitment, retention, and perceptions associated with bus driver discipline of students.

School transportation data for the 2007-08 school year is the most recent provided by the Virginia Department of Education for comparison with peer selected school divisions. Therefore, comparative analysis of Martinsville City Public Schools with the four school divisions will use five-year reports from the 2003-04 to 2007-08 school years and other information provided by the department of education.

Exhibit 7-4 provides a five-year overview of how many students each school division transported during the five-year period. MCPS shows a gradual increase from 1,359 students in school years 2003-04 to 1,619 students in 2007-08. With the exception of Franklin City and Petersburg which show a population decrease, Hopewell and Danville show similar large increases.

Exhibit 7-4
Five-Year Total of Students Transported Each Year
Martinsville City Public Schools
Compared to Peer Divisions
2003-04 through 2007-08 School Years

School Division	2003-04	2004-05	2005-06	2006-07	2007-08	Increase from 2003-04 to 2007-08
Martinsville	**1,359**	**1,499**	**1,495**	**1,568**	**1,619**	**19%**
Danville	3,287	5,929	6,164	4,875	5,481	67%
Franklin City	932	983	905	966	910	(2.4%)
Hopewell	2,678	4,266	4,270	4,225	4,225	58%
Petersburg	4,631	4,399	4,319	3,970	3,929	15%
Peer Division Average	**2,882**	**3,894**	**3,914**	**3,509**	**3,636**	**26%**

Source: Virginia Department of Education, 2009.
*Note: Numerical entries are totals for students transported morning and afternoon runs.

Exhibit 7-5 below shows that total transportation costs in MCPS increased from $645,185 in 2003-04 to $937,864 in 2007-08 for a $292,679 increase. The peer school division average was $1,375,792 in 2003-04 and increased to $1,445,325 for 2007-08 for an overall increase of $69,533. Transportation costs for MCPS increased by approximately 45 percent since 2003-04.

Exhibit 7-5
Transportation Costs over Five-Years
Martinsville City Public Schools
Compared to Peer Divisions

School Division	2003-04	2004-05	2005-06	2006-07	2007-08
Martinsville	**$645,185**	**$872,751**	**$829,878**	**$866,381**	**$937,864**
Danville	$2,393,026	$2,099,294	$1,831,579	$2,059,192	$2,162,940
Franklin City	$489,730	$478,345	$562,566	$590,173	$683,641
Hopewell	$649,229	$700,671	$687,398	$1,004,187	$1,097,712
Petersburg	$1,971,185	$1,888,618	$1,909,666	$1,593,198	$1,837,010
School Division Average	**$1,375,792**	**$1,291,732**	**$1,247,802**	**$1,311,687**	**$1,445,325**

Source: Virginia Department of Education, 2009.

Exhibit 7-6 captures the number of regular students transported, number of buses, miles, costs, and cost per mile. The data show that, in 2007-08, MCPS spent slightly more ($3.11 per mile than the peer average of $2.92) to transport its regular students.

Exhibit 7-6
Number of Regular Students Transported,
Number of Buses, Regular Miles and Cost Per Mile
MCPS Compared to Peer Divisions
2007-08 School Year

School Division	Regular Students Transported	Number of Buses	Regular Miles	Costs	Costs Per Mile
Martinsville	**1,581**	**23**	**138,672**	**$431,845**	**$3.11**
Danville	5,270	46	538,196	$1,483,248	$2.75
Franklin City	875	13	82,560	$295,140	$3.57
Hopewell	4,150	22	195,825	$514,049	$2.62
Petersburg	3,811	29	247,899	$682,915	$2.75
School Division Average	**3,526**	**27**	**266,120**	**$743,838**	**$2.92**

Source: Virginia Department of Education, 2009.

Exhibit 7-7 provides a 2007-08 overview for exclusive (special education) students provided transportation services. MCPS transported 38 exclusive students daily during the 2007-08 school year at a total cost of $121,652 or a per student daily cost of $17.79.

The peer division average transported 110 exclusive students daily for a total cost of $288,384 or per student daily cost of $13.94. The peer group transported its special education students at a lower cost than Martinsville City Public Schools. It is important to point out that MCPS transporting its exclusive students at per student cost of $17.79 versus $13.94 peer comparison is a difference of $3.85. The cost differential of almost $4.00 under the circumstances is significant. When aggregated for the 180-day school year, it amounts to over $27,360. MCPS could and should take measures to eliminate the cost disparity. Subsequent sections in this chapter discuss initiatives to reduce costs.

Exhibit 7-7
Number of Exclusive Students Transported,
Number of Buses, Regular Miles and Cost Per-Mile
MCPS Compared to Peer Divisions
2007-08 School Year

School Division	Exclusive Students Transported	Number of Buses	Exclusive Miles Traveled	Costs	Cost Per Mile
Martinsville	**38**	**4**	**25,380**	**$121,652**	**$17.79**
Danville	211	12	151,879	$498,368	$13.12
Franklin City	35	2	17,901	$77,149	$12.25
Hopewell	75	2	44,974	$118,058	$8.75
Petersburg	118	10	80,053	$459,962	$21.65
School Division Average	**110**	**6.5**	**73,702**	**$288,384**	**$13.94**

Source: Virginia Department of Education, 2009.

It is generally recognized that it costs significantly more to transport special education students than regular education students. Requirements including special seating, lift capability on school buses, school bus aides, and special equipment all contribute to a significant cost per mile for the special education population. School administrators must be mindful of these costs and should enforce, where practical, transporting exclusive students with the regular student population and taking additional measures to make regular transportation more accessible to the special education student population.

Exhibit 7-8 depicts the 2007-08 data for regular and exclusive students provided transportation in MCPS compared to its selected peers. **Exhibit 7-8** shows that MCPS transported 1,619 regular and exclusive students covering 164,052 miles at a cost of $553,497. The peer division comparison averaged 3,636 students covering 339,822 miles at average yearly cost of $1,032,220. The cost differential per mile is $3.37 for MCPS versus $3.16 for the peer division average. MCPS is transporting its student population at $.021 cents more than its peer comparison.

Exhibit 7-8
Regular and Exclusive Students Transported,
Number of Buses, Regular Miles and Cost Per Mile
MCPS Compared to Peer Divisions
2007-08 School Year

School Division	Regular and Exclusive Students Transported	Number of Buses	Regular and Exclusive Miles Traveled	Costs	Cost Per Mile
Martinsville	**1,619**	**27**	**164,052**	**$553,497**	**$3.37**
Danville	5,481	58	690,075	$1,981,617	$2.87
Franklin City	910	15	100,461	$372,289	$3.70
Hopewell	4,225	24	240,799	$632,107	$2.62
Petersburg	3,929	39	327,952	$1,142,867	$3.48
School Division Average	**3,636**	**34**	**339,822**	**$1,032,220**	**$3.16**

Source: Virginia Department of Education, 2009.

It is important to monitor the use of school buses providing summer school transit for student educational and recreational purposes. If not carefully managed, additional costs contribute to increases in transportation budgets. **Exhibit 7-9** shows the miles and cost for Martinsville City Public Schools and its peers for summer school transportation operations.

As can be seen, MCPS performed 4,861 summer school miles at a cost of $15,138 or $3.11 per mile. The peer comparison average was 8,855 miles at a cost of $26,953 or for $3.04 per mile. Assessing miles and costs shows that Martinsville City Schools compares favorably with the peer division average. The data reflect that MCPC spends slightly more ($0.07 considered statistically insignificant) on summer school transportation than its peer comparison group with notable exception of Franklin City.

Exhibit 7-9
Summer School Transportation
Miles and Associated Costs
2007-08 School Year

School Division	Miles	Cost	Cost per Mile
Martinsville	**4,861**	**$15,138**	**$3.11**
Danville	8,112	$22,356	$2.75
Franklin City	2,921	$10,442	$3.57
Hopewell	3,318	$8,710	$2.62
Petersburg	24,069	$66,306	$2.75
School Division Average	**8,855**	**$26,953**	**$3.04**

Source: Virginia Department of Education, 2009.

Exhibit 7-10 shows deadhead miles for Martinsville City Schools compared to the peers. Deadhead miles are defined as mileage spent moving to begin a route or spent going to pick up a student prior to commencing transportation service. Deadhead miles can be considerable and they add significantly to student transportation costs if they are not disciplined. As the exhibit shows, MCPS performed 9,720 deadhead miles at a cost of $30,269 versus the school division average for peers executing 33,931 miles costing $100,472. This comparison shows that MCPS spent $3.11 per mile for deadhead miles versus a $3.01 average for the peer group. MCPS spent $0.10 more for deadhead miles than the peer group.

Exhibit 7-10
Deadhead Miles
Miles and Associated Costs
2007-08 School Year

School Division	Miles	Cost	Cost per mile
Martinsville	**9,720**	**$30,269**	**$3.11**
Danville	n/a	n/a	n/a
Franklin City	40,142	$143,502	$2.57
Hopewell	37,943	$99,602	$2.63
Petersburg	57,639	$158,786	$2.75
School Division Average	**33,931**	**$100,472**	**$3.01**

Source: Virginia Department of Education, 2009.

CHAPTER SUMMARY

Martinsville City Public Schools is in compliance with policies and procedures in providing transportation services. It performs this responsibility in a safe and competent manner. There are commendable areas of performance, and functional areas needing improvement. During the efficiency and effectiveness evaluation of the MCPS Transportation Department, Evergreen Solutions found several issues that could be corrected or improved as they relate to the transportation function.   In some cases, making those corrections will have a fiscal impact and also increase efficiency, personnel retention, and operational integrity.

Commendable accomplishments of the MCPS Transportation Department are:

- The transportation department has an exceptional safety program and is in compliance with Virginia Department of Education (VDOE) guidance regarding submission of bus accident reports. The VDOE defines a reportable bus accident where damages are $500 or more, or there is injury to the driver or passengers. Martinsville City Transportation Department is commended for being accident-free the past three school years.

- The use of teacher aides in Martinsville City Public Schools is a bold and innovative approach supporting educational objectives. Paraprofessionals riding school buses in conjunction with their other educational responsibilities is strongly supported by principals and viewed as effective in reducing discipline problems on buses. Aides provide bus drivers a support network and increase bus safety thereby allowing drivers to focus more on driving responsibilities.

- Maintenance support operations are supervised, implemented, and provided by the City of Martinsville through a MCPS cooperative arrangement. The transportation department does not provide mechanic maintenance support operations. This service is performed by mechanics located at the city's public works department. The vehicle maintenance program is exceptional as evidenced by a high operational rate for all vehicles and equipment in the inventory. In addition, the maintenance physical plant is clean, orderly, and efficient.

- Drivers and aides interviews during focus group sessions praised effective radio communications highly between buses and the transportation department base station. Each bus driver has an assigned portable hand-held radio for use on each bus dispatched. Having dependable radio communications while transporting students is commendable in the MCPS Transportation Department.

- School administrators are high in their praise of support provided by the transportation department supporting field activities and other trips requiring bus transportation. Buses are provided on time when needed in response to these requests.

Overall, the transportation department does a satisfactory job complying with and implementing Virginia Department of Education transportation policies and procedures, reducing costs, and planning; however, Evergreen Solutions found there are areas of the transportation function that

could be improved. The coordinator of transportation is conscientious, eager to learn, and challenged with operational requirements and span of control necessary to direct and supervise 40 personnel in executing the transportation function.

The transportation department needs to establish a bus replacement policy; ensure the special education department provides the coordinator of transportation sufficient information on the medical and physical condition of students transported; improve its spare bus inventory process; develop a bus replacement policy; make more effective use of bus capacity; and correct other challenges noted in subsequent parts of this chapter.

A brief synopsis of major areas for improvements is enumerated below:

- The MCPS Transportation Department provided information to Evergreen Solutions during the on-site visit showing a fleet of 34 buses of which 24 transported 1,401 regular students and three buses transport 41 special education students. Subsequently, the coordinator of transportation added one additional bus to support an afternoon joint program with Henry County. MCPS has eight buses performing only one run as part of their morning and afternoon routes. They have significant bus bus capacity not being used. Consolidation of their routes could eliminate use of one or more buses for additional afternoon requirements. To add one additional bus by taking it from the MCPS spare bus inventory, when other resources are available, does not take full advantage of existing transportation resources.

- MCPS bus replacement cycle should be adjusted to achieve cost savings. MCPS could have a more effective program with the school board adopting a bus replacement policy of 15 years. There are considerable cost savings from changing from a seven-year to a 15-year cycle; these funds could be devoted to other pressing or educational requirements.

- The transportation department does not have a comprehensive spare bus policy. The current MCPS spare bus practice is above the nationally recommended norm of ten percent. Cost savings could be generated by MCPS establishing a board-approved spare bus policy.

- The transportation department does not receive necessary medical information on the condition of special education students provided transportation services. The tendency on the part of educators to safeguard information generated through the Individual Education Plan (IEP) is understood. However, safeguarding should not be a detriment to the students. MCPS school bus aides providing transportation support to special education students are not provided critical information on medications or physical medical challenges relating to the students they serve daily. Therefore, when a special education student is in distress on their bus, they have no understanding of the root cause that could be medical or other incapacity.

- The coordinator of transportation indicates the current practice by the City of Martinsville billing the transportation department without prior coordination is counterproductive. The city, in performing maintenance support, should coordinate

with the coordinator of transportation for approval prior to performing maintenance services on high dollar services.

- The MCPS Transportation Department is not maximizing student bus capacity. Therefore, several buses do not make optimum use of student seating, resulting in poor use of bus capacity at additional costs. Maximizing student bus capacity will generate cost savings and eliminate waste.

The transportation department has other functions that could be improved and are acknowledged in this chapter. Conversely, there are other areas that meet or exceed VDOE standards and may constitute best practices. Making improvements recommended in this chapter could reduce costs, improve operations, improve personnel retention, and increase efficiency.

7.1   *ORGANIZATION AND STAFFING*

The management of student transportation does not differ from any other department in that it is incumbent upon management to select, organize, maintain, and adjust staff to meet demands. Establishing and reviewing action plans, training employees, and adopting new methods and technologies are part of the ongoing efforts required for a transportation operation to be efficient and successful.

Exhibit 7-11 shows the organization chart of the MCPS Transportation Department. The chart shows that bus drivers include three full-time (two 12-month employee and one 10-month driver), 25 part-time drivers, six part-time bus aides, and five substitute bus drivers. The mail courier/bus driver has a dual function and is one of the three full-time bus drivers.

The coordinator of transportation has been in the position for approximately three years and reports to the executive director of finance and development. The coordinator of transportation's job responsibilities are common among transportation directors/supervisors, and include the following:

- supervises the school transportation program;

- supervises and evaluates bus drivers, substitute bus drivers, and bus aides;

- coordinates with the city on activities repairing, servicing, inspecting, and cleaning buses;

- oversees all training and staff development;

- supervises and monitors drug testing program;

- provides transportation for field trips and activity events;

- works collaboratively with school administrators to meet transportation needs; and

- supervises and ensures recruiting of bus drivers, substitute bus drivers, and aides.

Exhibit 7-11
Martinsville City Public Schools
Organization Chart of Transportation Department
2009-10 School Year

```
                    ┌─────────────────────┐
                    │ Executive Director of│
                    │ Finance and Development│
                    └─────────────────────┘
                               │
                    ┌─────────────────────┐
                    │    Coordinator      │
                    │         of          │
                    │   Transportation    │
                    └─────────────────────┘
                               │
                               │          ┌─────────────────┐
                               │          │ Administrative  │
                               │          │   Associate     │
                               │          └─────────────────┘
         ┌──────────┬──────────┼──────────┬──────────┐
┌────────────┐ ┌────────────┐ ┌────────────┐ ┌────────────┐
│ Part-Time  │ │ Full-Time  │ │   Mail     │ │Substitute  │
│Bus Drivers │ │ Drivers (3)│ │ Courier/Bus│ │Bus         │
│   (25)     │ │ 12-month(2)│ │  Driver*   │ │Drivers (5) │
│   and      │ │ 10-month(1)│ │            │ │            │
│ Part-Time  │ │            │ │            │ │            │
│ Aides (6)  │ │            │ │            │ │            │
└────────────┘ └────────────┘ └────────────┘ └────────────┘
```
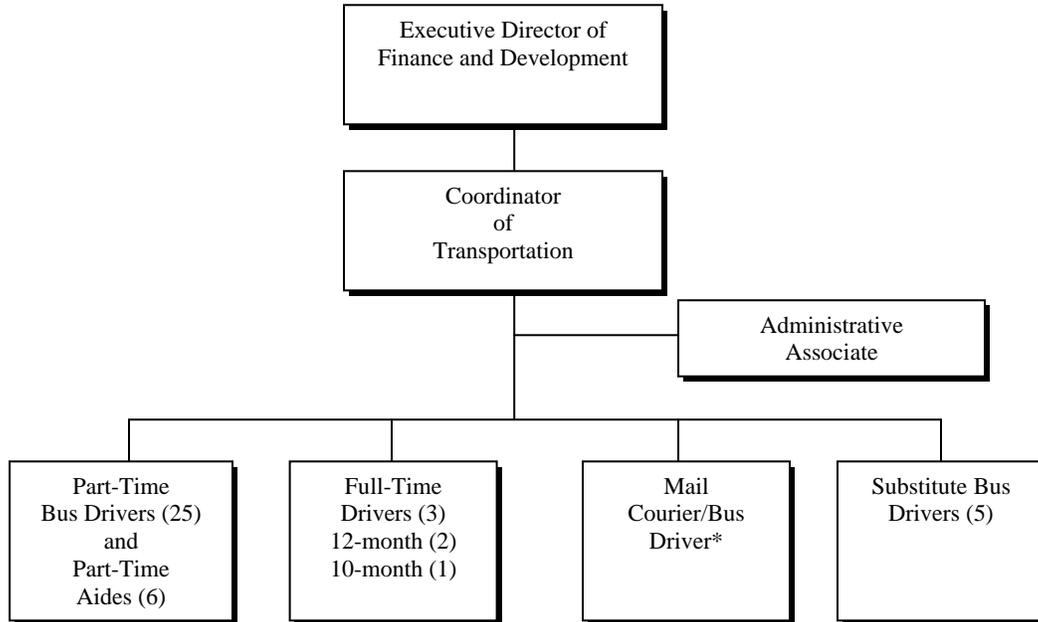
Source: MCPS Transportation Department, November 2009.
*The mail courier is also a full-time bus driver.
.

As can be seen from the organizational chart, the coordinator of transportation is essentially the manager of all transportation positions and oversees 40 employees. The coordinator of transportation also coordinates with the city on vehicle repair and servicing. The transportation department does not have assigned mechanics. The operation of the school bus garage, as it relates to the maintenance of city school buses and other school vehicles, was transferred to the garage division of the public works department, City of Martinsville in January 1997.

There is no overtime associated with the transportation function.

FINDING

During the Evergreen Solutions on-site visit, MCPS reported 1,445 students were providing transportation services using 27 buses and one automobile. Subsequently, the MCPS Coordinator of Transportation reported adding one additional bus to meet increased demands for seven students—making the transportation requirement 1,452 students. This was precipitated as a result on the number of students transported previously using an automobile increased from three to seven. To meet this demand, one bus was reported by the coordinator of transportation and identified as a spare bus to meet the transportation requirement for seven students.

A review of bus routes show a number of buses are not being used to capacity. There are several buses on morning and afternoon routes with available seating. Those buses not operating near capacity are bus numbers 3, 11, 26, 29, 31 and 34. Some of these buses are operating at less than 50 percent capacity. Adjusting the number of students on these and other buses in the fleet buses will make available one or more buses to handle additional student bus requirements.

Additionally, when evaluating buses and students transported, **Exhibit 7-12** shows that for the current school year, MCPS is transporting fewer students while at the same time using more bus resources compared to the 2007-08 and 2008-09 school years.

Exhibit 7-12
Three-Year Review of Transportation Assets
Martinsville City Public Schools
2009-10 School Year

School Years	Number of Buses	Regular Students	Exclusive Students	Student Total
2007-08	23	1,581	38	1,619
2008-09	28	1,721	24	1,745
2009-10	27	1,411	41	1,452
AVERAGE	**26**	**1,571**	**34**	**1,605**

Source: Created by Evergreen Solutions, November 2009.

Upon completion of the on-site visit and first submission of the transportation chapter, MCPS stated that use of an additional bus to transport seven students was not required. **Recommendation 7-1** has been modified to meet the subsequent change of events by MCPS.

RECOMMENDATION

Recommendation 7-1:

Continue implementation of the recommendation to use other measures to transport a few students and not add additional buses.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

The coordinator of transportation has not initiated or completed performance evaluations on full-time and part-time bus drivers, the mail courier, part-time aides and the administrative associate.

Performance evaluations are an essential management tool used for a number of human resource purposes. Among them are promotions, educational opportunities, job assignments, training, and job termination. The coordinator of transportation indicated that performance evaluations for personnel under her supervision had not been completed for over two years.

RECOMMENDATION

Recommendation 7-2:

Implement annual performance evaluations for transportation personnel.

As stated in several sections of this report, performance evaluation of employees should be done annually. The executive director of finance and development should ensure that the coordinator of transportation is trained to conduct performance evaluations, and that she implements an effective annual evaluation process for transportation personnel.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. The coordinator of transportation should require about one to two hours per year to evaluate each employee.

FINDING

Teacher aides work with regular and special needs students in a variety of settings. They assist teachers and administrative staff performing a myriad of instructional and supervisory tasks in the classroom. In MCPS, they perform numerous additional duties including being monitors on school buses.

Principals at schools where teacher aides are employed make the determinations on placement of these individuals supporting educational goals and improving standards. They are a valuable source on school buses for reducing potential discipline problems. Principals acknowledge that teacher aides are a positive asset in assisting bus drivers. According to principals, since using teacher aides as monitors on buses, there has been a significant reduction is discipline problems.

COMMENDATION

The use of teacher aides on elementary school buses is strongly supported by school administrators, and viewed as effective in reducing discipline problems on buses by providing bus drivers a support network, increasing bus safety, and allowing drivers to focus on driving responsibilities.

FINDING

At a one to 40 ratio, the number of employees directly supervised by the coordinator of transportation is too high.

The coordinator of transportation has direct supervision over three full-time regular bus drivers, 25 part-time drivers, six part-time bus aides, and five substitute bus drivers. At the same time, the administrative associate is used only when the coordinator of transportation is absent for an extended period of time (leave, illness, or training).

The coordinator of transportation is highly motivated and shows a tendency to want to supervise every function in the transportation department. It is important that her training emphasize that she has overall responsibility for what the transportation department does, but does not need to supervise every individual within department. Other personnel can and should be delegated responsibility and supervision. The three full-time drivers can be given responsibility to serving as lead drivers to supervise the 25 part-time drivers and six bus aides (one would supervise nine part-time drivers and two bus aides; the other two full-time drivers serving as lead drivers could each supervise eight drivers and two part-time bus aides) to improve the coordinator of transportation's span of control. The administrative associate could be designated to supervise the five substitute drivers, act as the liaison with the City of Martinsville Garage, assist with safety/accident prevention, and provide administrative support.

RECOMMENDATION

Recommendation 7-3:

Modify the organization of the transportation department by creating lead drivers.

Exhibit 7-13 illustrates the proposed reorganization.

The coordinator of transportation should be accountable for training and all other transportation department functions. The superintendent and executive director of finance and development should review the proposed reorganized structure recommended in **Exhibit 7-13.**   The goal of the reorganization is to improve the coordinator of transportation's span of control and also improve the two-way flow of communication in daily operations.

Exhibit 7-13
Proposed Reorganization Chart for the MCPS Transportation Department
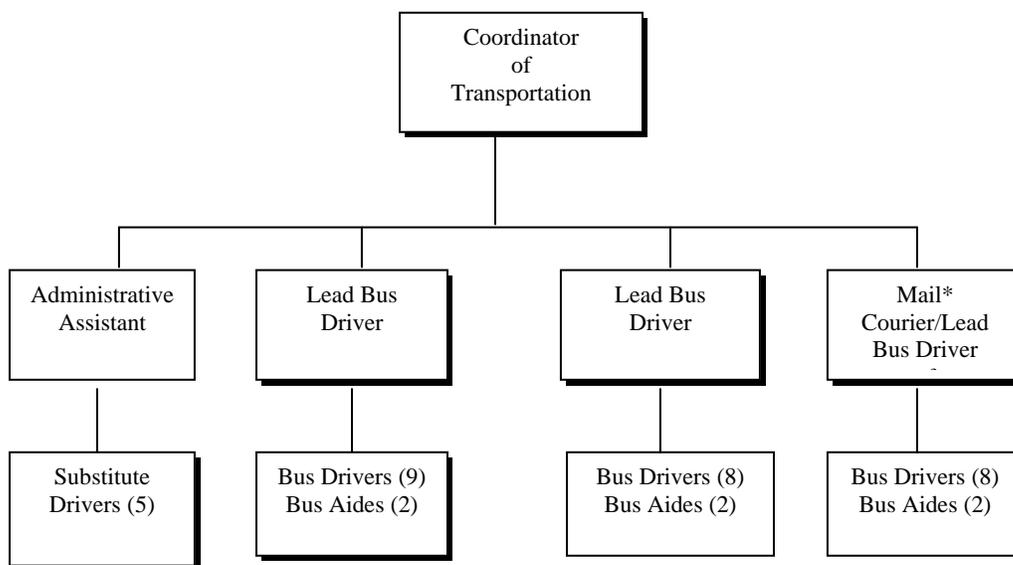
Source: Created by Evergreen Solutions, November 2009.
*Dual function for full-time lead bus driver.

Lead or senior drivers and the administrative associate can provide a means for improving communication. These employees can enhance the flow of information and provide better information on the day-to-day performance of bus drivers and substitute bus drivers to the coordinator of transportation. Adopting the proposed reorganization will require converting one bus driver position from ten-month employment to 12-month employment.

FISCAL IMPACT

There is a fiscal impact associated with this recommendation. The implementation of this recommendation will require changing one currently existing driver position from ten-month employed driver to a 12-month full-time employee.

A full-time, 12-month driver is paid $32,133 (annually) or $2,678 per month and entitled to benefits. This fiscal impact increases the salary of the ten-month driver by two months for an additional yearly total of $5,356. Including benefits package of 30 percent or $1,607, the additional increase for 12-month employment is $6,963 annually.

Recommendation	2010-11	2010-12	2012-13	2013-14	2014-15
Create a 12-month Lead Bus Driver	$6,963	$6,963	$6,963	$6,963	$6,963

FINDING

MCPS can make improvements in driver recognition.

During the on-site visit, focus group sessions and interviews were held with bus drivers and other personnel. A recurring theme among the majority of bus drivers was an expressed sentiment of a lack of recognition for their services. They stated that there are few programs in focusing on their contributions, and it adversely impacts morale.

The coordinator of transportation pointed out that if a driver completes one month of driving, they are awarded an additional one full day of pay. An administrator at Martinsville High School indicated that on the school's award day, bus drivers are included and recognized for serving the high school. Similar reports were provided by administrators at Patrick Henry School, Albert Harris Elementary School, and Martinsville Middle School. These activities do indicate that recognition is given by individual schools to those drivers whose performance serving their school is noteworthy.

The bus driver population is more concerned about division recognition. In many school divisions throughout the Commonwealth of Virginia and the nation, bus driver recognition is given more emphasis. **Exhibit 7-14** highlights a few recognition initiatives.

RECOMMENDATION

Recommendation 7-4:

Improve recognition for school bus drivers, school bus driver aides, and other transportation personnel.

Exhibit 7-14
Sample Transportation Recognition Awards

Type of Recognition	Description of Recognition
Driver of the Month	Post in a prominent area of the transportation department, a framed photo of the driver, recognizing exceptional achievement. Monetary compensation or plaque may also be given.
School bus Aide of the Month	In a prominent area of the transportation department, a framed photo of the aide is placed recognizing exceptional achievement. Monetary compensation or plaque may also be given.
School Bus Rodeo	A combination picnic and competition of driving skills. Competition consists of a number of challenging courses which competing drivers must negotiate to earn points. Winners determined by who scores highest. Bus drivers enjoy competing and the rodeo is a morale booster. Hillsborough County, Florida has one of the best school bus rodeos in the country and their transportation director could be contacted for more details.
Superintendent's Awards	Plaques, letters, and certificates recognizing outstanding performance of transportation personnel (transportation coordinator, bus drivers, aides and all transportation personnel should be considered) are recognized in categories determined by the superintendent. Monetary consideration may also be given.

Source: Created by Evergreen Solutions, November 2009.

Providing more rewards and recognition of transportation employees should improve morale and pride. Since many bus drivers do not get paid benefits, the implementation of this recommendation can be a recognition and acknowledgement of the school division's gratitude for their service.

FISCAL IMPACT

The fiscal impact for this recommendation is shown below.

Recommendation	2010-11	2010-12	2012-13	2013-14	2014-15
Improve Transportation Employee Recognition	($500)	($500)	($500)	($500)	($500)

The coordinator of transportation will need an estimated three hours to implement this recommendation.

7.2   *PLANNING, POLICIES, AND PROCEDURES*

MCPS has a limited number of transportation policies that cover a few important functions. However, they are not sufficient. MCPS does not have performance measures that monitor the efficiency of transportation efforts. This section presents findings on planning, policies, and procedures along with an examination of performance measures.

FINDING

There are several policies governing student transportation functions. However, no transportation policies exist for some important functional areas such as bus replacement, spare buses, and bus capacity.

The following MCPS transportations policies are currently in effect:

- **School Bus Routing and Scheduling (Policy EEAB)**. Stipulates that bus scheduling and routing will be in compliance with the regulations of the Virginia Board of Education (Policy revised May 14, 2007).

- **Student Transportation Services (Policy EEA)**. Board policy states the school board may provide for the necessary transportation of students under conditions stipulated by the Code of Virginia, regulations of the Virginia Board of Education, and policies and regulations of the school board. It indicates conditions under which student transportation services may be suspended. (Policy revised May 14, 2007).

- **School Bus Safety Program (Policy EEAC)**. States that all buses and other vehicles owned and operated by the division will be inspected for safety in accordance with the regulations prescribed by the department of education. Accident reporting and prohibition of using any telecommunications devices on school buses except in cases of emergency are also mentioned. (Policy revised August 21, 2008).

- **Special Use of School Buses (Policy EEAD)**. Stipulates that the use of buses for purposes other than transporting children for the regular school hours is permitted only with prior approval of the superintendent in accordance with regulations pertaining to field trips. (Policy revised May 14, 2007). The regulation for this policy is below.

  Special Use of School Buses (Policy EEAD-R). Establishes that the superintendent or designee shall be responsible for the approval of the use of any buses for purposes other than transportation of students to and from school for regular school hours. The submission process for teachers requesting buses for field trips and extracurricular activities are covered. Community members, desiring use of school buses, are to submit requests in writing to the superintendent.

The above polices and one regular are those implemented by MCPS for transportation functions. Additional policies are needed for bus replacement, spare bus, and bus capacity. The following is a brief discussion of each recommended policy:

- **Bus replacement** is one of the most important policies a school board must establish. In essence, the school board determines the age of the school bus fleet. *School Bus Fleet* and other nationally recognized sources suggest school districts maintain not more than a 12-year replacement policy. This means that the average age of all buses in the fleet is under 12 years old (some may be older and some younger in age). However, terrain, maintenance support, and other factors may dictate that a school district implement a shorter bus replacement cycle.

  In establishing a bus replacement policy, the board should take into consideration the recommendations of the coordinator of transportation, available funds, safety, and bus maintenance support. The school bus replacement policy initiated by the school board would provide sufficient guidance to the coordinator of transportation to develop an effective bus replacement cycle.

  In 2010, Governor McDonnell recommended that the school bus replacement cycle for the Commonwealth of Virginia be 15 years. A more detailed discussion on bus replacement with cost savings are covered in a subsequent section of this chapter (see **Recommendation 7-9**).

  Exhibit 7-15 shows 24 buses for transporting regular students, three buses to transport special education students, and seven spare buses.

Exhibit 7-15
Buses in MCPS Transportation Inventory
Regular, Special Education, and Spare Buses
2009-10 School Year
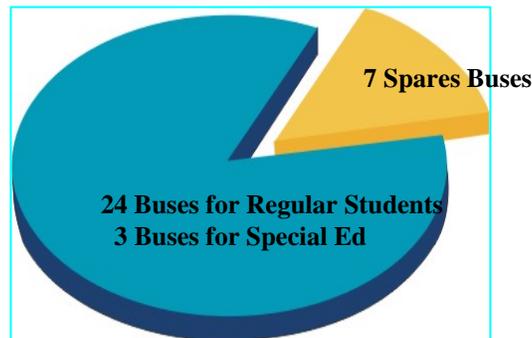
Source: Created by Evergreen Solutions from information provided
by MCPS Transportation Department, November 2009.

- **School bus capacity** is prudent using the number of students who will occupy a seat on a bus versus bus capacity. MCPS buses numbered 3, 26, 28, 29, 31, and 34 in particular operate below their bus passenger capacity. Most of these buses are operating at 50 percent capacity or less.

  This issue is addressed in greater detail in a subsequent section of this chapter (see **Recommendation 7-10**). The MCPS School Board should address this issue and provide guidance to the coordinator of transportation on bus capacity. Evergreen

recommends the school board establish a policy mandating that there would be not less than 85 percent student occupancy on MCPS school buses.

- **Spare buses** are used to replace any bus that may have a mechanical malfunction or other cause rendering it inoperable for transporting students. They also are used to provide field trip and extracurricular support. The normally recognized factor for spare buses is ten percent. MCPS has 34 buses in its inventory and **Exhibit 7-15** shows seven spare buses. Ten percent of a 34 bus fleet generates 3.4 or three spares. A MCPS spare bus policy of ten percent would mean three spare buses versus the current seven spare buses. MCPS may elect to have four spares as policy should it determine they are justified. The spare bus policy should be reviewed yearly and adjusted as the number of buses in the fleet change.

  A more detailed discussion of spare buses is covered in a subsequent section of this chapter (see **Recommendation 7-11** reducing three buses supporting a ten percent spare bus policy and achieving cost savings). Evergreen recommends that the school board should establish a ten percent spare bus policy for MCPS.

RECOMMENDATION

Recommendation 7-5:

Establish a bus replacement policy, a spare bus policy, and a policy for school bus capacity.

These three policies are clearly needed to provide board guidance to the MCPS Transportation Department. Board policies set the standard for administrative regulations created by staff that should follow policy adoption by the MCPS School Board.

FISCAL IMPACT

There is no fiscal impact for creating the three policies. However, there are operational efficiencies and cost savings for each that are discussed in detail in subsequent sections of this chapter.   The coordinator of transportation should need about five hours to draft the recommended policies. The Coordinator should submit the draft policies to the executive director of finance and development and the superintendent for review and input, and then to the school board for adoption.

FINDING

The MCPS Transportation Department does not have adequate performance indicators to provide a sufficient system of monitoring.

The coordinator of transportation gave Evergreen consultants a generic description of how the transportation department measures its performance. The department assesses how well personnel pick up and deliver students, train in first aid and CPR, understand cost efficiency, and bill for out-of-town field trips. These describe functions of the department and how they contribute to the transportation mission, but they do not provide performance indicators to

provide a sufficient system of monitoring or a process for continual improvement. Performance indicators necessary for an effective monitoring system are clearly lacking.

The most important functions of the MCPS Transportation Department are safety, cost-effectiveness, training, and maintenance performance. The Evergreen Team observed practices that could be used to strengthen safety, cost-effectiveness, training, and maintenance performance. **Exhibit 7-16** provides example performance areas and performance indicators which MCPS could incorporate as management tools.

Exhibit 7-16
Safety, Cost Effectiveness, Training, and
Maintenance Performance Indicators

Performance Area	Performance Indicator
Safety	• Accidents per 100,000 miles • Incidents per 100,000 miles • Pre-performance checks • Safety Orientations
Cost Effectiveness	• Average rider trip time in minutes • Driver absentee rate • On-time performance • Open routes due to unfilled positions • Operation cost per mile for buses and other vehicles • Bus and vehicle replacement costs • Fuel (amount used and cost) • Parts replacement and dollar amounts • Labor hours and labor costs
Training	• Driver Training • Safety Training • Student Discipline Training
Maintenance Performance	• Miles between road calls • Percent of preventive maintenance completed on time • Operational rate/percentage for buses and vehicles • Driver requested bus repairs

Source: Created by Evergreen Solutions, November 2009.

RECOMMENDATION

Recommendation 7-6:

Implement performance indicators to more effectively assess performance for the MCPS transportation operation.

Performance indicators are important to assess the efficiency and effectiveness of the transportation department. These indicators can then be benchmarked against state and national standards as well as with peer school divisions.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. The coordinator of transportation should develop the performance indicators. This action should take about three hours.

FINDING

The MCPS Transportation Department has adequate documented procedures for transportation staff.

As stated earlier, the MCPS Transportation Department has a small staff that works together as a team. It is important that procedures used to execute the transportation function are documented. Documentation provides easy reference for transportation personnel to use as guidance in performing their responsibilities.

The coordinator of transportation has procedures for the following:

- **School bus incident procedures.** Provides reports for covering student infractions on buses and disciplinary actions taken. Integrates actions taken by bus drivers, school administrators, and teachers, as required by the central office.

- **Maintenance agreement** between the City of Martinsville and MCPS on performance of maintenance, state-required inspections, preventive maintenance, and other support services by the city. An agreement was created in 1997 for MCPS to use the City of Martinsville vehicle maintenance section for maintenance services on the transportation department's bus fleet and automobiles. This agreement needs to be reviewed on a regular basis.

- **Performance of daily pre-trip and post-trip by bus drivers.** Bus drivers execute pre-trip and post-trip inspections of their buses and use guidelines set forth in the driver training guide provided by the department of education and Virginia Department of Motor Vehicles. Any problems found during these inspections not within the expertise of drivers are recorded and sent to the city maintenance department to initiate a repair job.

- **Field activity and extracurricular activities procedures**. These procedures support school bus policies and detail how trips are initiated, who can initiate the trip, support needed by the transportation department, and compensation for bus drivers.

- **Procedures for CPR and blood pathogen training.** In-service training sessions are conducted for CPR training and blood borne pathogens. The MCPS Transportation Department has a DVD training presentation on CPR and blood pathogen training.

RECOMMENDATION

Recommendation 7-7:

Develop new procedures as new transportation policies are developed by the school board.

The MCPS Transportation Department has done a good job of developing operating procedures or regulations to support board-adopted policies. As new policies are adopted by the MCPS School Board, additional procedures should be developed and implemented.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. The coordinator of transportation will need about ten hours to develop these procedures.

7.3 ROUTING AND SCHEDULING

The routing and scheduling function is second only to the safety area in determining the effectiveness of a transportation system. Routing determines the total number of routes, which in combination with scheduling of bell times for the various schools, dictates the total number of buses required. The total route bus count drives nearly every expense associated with transportation. The better the division routes and schedules school buses, the more efficient services become.

FINDING

MCPS has not implemented an automated, computer-based routing and scheduling system to manage bus routes and student pick-up points.

The coordinator of transportation has primary responsibility for all routing and scheduling. This is accomplished using a manual process that has not changed in many years. The manual process involves using pre-existing routes from prior years and adding any new students to be transported and deleting those no longer requiring transit services due to graduation, transfer, or other reasons. Changes are made as required for new students or those no longer qualified for transportation.

MCPS reports having 34 buses and six automobiles available for transportation services. MCPS uses 27 of the 34 buses on 54 routes (27 morning and 27 afternoon), transporting a reported 1,452 regular and special education students.

Exhibit 7-17 shows the number of regular and special education students transported and the number of daily routes. There are two categories of students provided transportation services classified as regular or special education. In a few instances, a limited number of special education students may be transported with the regular student population.

Exhibit 7-17
MCPS Regular and Exclusive Students Transported and
Number of Bus Routes
2009-10 School Year

Category of Student	Number of buses Used Morning and Afternoon	Number of Students Transported Daily (Morning and afternoon)	Number of Daily Routes (Morning and Afternoon)	Number of Routes for the School Year (N x 180)
Regular Education	24	1,404	48	8,640
Special Education	3	414	6	1,080
TOTAL	**27***	**1,452**	**54**	**9,720**

Source: MCPS Transportation Department, November 2009.
 *The 27 buses used in mornings and 27 buses used in afternoons; the same buses and bus drivers are usually used.

The transportation department uses a combination of conventional buses for regular students and specially equipped buses, as required, for its special education population. **Exhibit 7-17** shows the type of student, buses used, number of students transported, and number of routes. This information provided by the department of transportation is the most current on number of students transported and route information.

The transportation department has had *Transfinder* routing and scheduling software for approximately two years, but the software has not been implemented. *Transfinder* software is a competent school bus routing and scheduling software and one of many systems available for consumers. The software has the following capabilities:

- a unique GPS service to help expedite implementation of management software for more organized routes and improved asset management;

- capacity to analyze and achieve efficiencies faster;

- optimize routes for time and distance; and

- observe where buses are traveling, where drivers are stopping, and when stops are occurring.

The Evergreen Team discussed with the coordinator of transportation and the executive director of finance and development, the significant benefits that could be achieved from implementing the *Transfinder* software for routing and scheduling. The transportation coordinator had begun to implement the software through telephone and Internet instruction from *Transfinder*. Considering the complexities associated with implementation of a new software system, it was suggested that *Transfinder* provide a technical representative to MCPS and provide instructions to at least three transportation department personnel. The executive director of finance and development instructed the coordinator of transportation to contact the Transfinder representative serving MCPS and initiate action for *Transfinder's* technical staff to provide on-site training to selected MCPS personnel in order to fully implement the system.

Considering the size of the MCPS Transportation Department, a minimum of three persons should receive this training and, when trained, should use the "train the trainer" concept making additional MCPS personnel capable of using the system. When implemented, *Transfinder* should result in significant improvement in MCPS routing and scheduling operations.

The benefits to MCPS implementing the *Transfinder* automated system are significant. *School Bus Fleet Magazine*, computer experts, and other school divisions in the Commonwealth of Virginia (Fairfax, Prince William, Williamsburg, and Newport News) report that at least a ten to 15 percent reduction in routes is achievable initially using automated route scheduling to manage bus routes and student pickup points. MCPS has the opportunity to initially achieve a 15 percent reduction of its school bus routes. A 15 percent reduction of its 54 routes means eliminating eight bus routes and the services of four buses and four bus drivers.

RECOMMENDATION

Recommendation 7-8:

Implement the *Transfinder* automated route scheduling system to manage bus routes and student pick-up points.

Implementing a computer-based routing and scheduling system for regular, special education, and special arrangement riders will identify optimum routes and produce significant cost savings. The coordinator of transportation and two additional personnel should complete *Transfinder* training within the next four months. This provides ample opportunity for implementation of improved routing and scheduling for the 2010-11 school year.

This recommendation making use of *Transfinder* (yet to be implemented by MCPS) should eliminate a minimum of four buses and four bus driver positions. In addition, a critical evaluation of routes and students provided transportation service by the coordinator of transportation should show a significant number of students who are within walking distance of the school. In these times of budgetary shortfalls confronting school divisions throughout the nation, a critical examination of those students provided transportation when they are in walking distance is imperative. Virginia Code stipulates providing student transportation services to and from school up to a distance of one mile from a student's residence within the attendance. This could be more rigidly enforced by MCPS.

FISCAL IMPACT

Based on best practices, initially a 15 percent reduction in routes is achievable when utilizing *Transfinder* automated routing and scheduling technology. Human error inherent when using a manual routing and scheduling system could be eliminated. Automated routing and scheduling is state-of-the-art technology that helps to maximize bus fleet management. The basic foundation of the system is the Geographic Information System (GIS). Once the map is created, student addresses or locations in student databases create a match. Critical information is provided on which student(s) is at which bus stop—by name and address. Changes may be made to the database (student moves or reassignments) at any time to keep the routing and scheduling system current.

The fiscal impact of this recommendation is calculated at a 15 percent reduction of the 54 daily bus routes in MCPS. Fifty-four (27 in the morning and 27 in the afternoon) are used to cover these routes. A 15 percent route reduction could result in elimination of eight routes (4 in the morning and 4 in the afternoon). Since the same buses perform both morning and afternoon runs, MCPS could eliminate four buses and four bus driver positions from its inventory through efficiencies using *Transfinder* automated routing and scheduling.

School bus salvage value is estimated at $1,500 per bus and is expected to generate revenue of $6,000. Average yearly miles for each bus are 5,123 miles at a cost of $3.80 per mile factoring in special education routes. The operating cost per bus is calculated at $19,467 or $77,870 for four buses. Bus drivers are paid $66.92 daily for the 180-day school year for $12,045.60 with no benefits package. Eliminating four bus driver positions generates a savings of $48,182 yearly.

Recommendation	2010-11	2010-12	2012-13	2013-14	2014-15
Sell Four Excess Buses	$6,000	$0	$0	$0	$0
Eliminate Maintenance and Operations for Four Buses	$77,870	$77,870	$77,870	$77,870	$77,870
Eliminate Four Bus Drivers	$48,182	$48,182	$48,182	$48,182	$48,182
TOTAL	**$132,052**	**$126,052**	**$126,052**	**$126,052**	**$126,052**

FINDING

MCPS has in place a staggered bell schedule to ensure efficient transportation of elementary, middle, and high school students to effectively meet school opening and closing times, free breakfast and lunch programs, student enrichment programs, and after-school activities.

An important goal of MCPS is to achieve maximum participation in the free and reduced price breakfast program since a significant student population is impacted. This is being accomplished efficiently according to parents and principals, who report that qualified students are arriving at school in time to take full advantage of the breakfast program.

Principals and staff at schools were interviewed by the consultants and they expressed high praise for buses arriving at their schools on time to deliver and pick-up students. Timely bus operations both support free breakfast and after-school enrichment programs.

The current bell schedule, shown in **Exhibit 7-18**, contributes to this success. Evergreen consultants interviewed administrators and principals at all MCPS schools and found that they are in agreement that the current bell schedule, coupled with conscientious bus drivers, contribute to success.

Exhibit 7-18
MCPS Bell Schedule
2009-10 School Year

Grade Level	Schedule
Albert Harris Elementary	7:50 a.m. – 2:45 p.m.
Patrick Henry Elementary	7:50 a.m. – 2:45 p.m.
Martinsville Middle	8:25 a.m. – 3:35 p.m.
Martinsville High	8:25 a.m. – 3:25 p.m.
Clearview Early Childhood	8:30 a.m. – 2:30 p.m.
Druid Hills Adult Center	8:30 a.m. – 11:30 a.m.
Stanleytown	8:00 a.m. – 2:45 p.m.
Regional Alternative Ed	5:00 p.m. – 8:00 p.m.

Source: MCPS Transportation Department, November 2009.

COMMENDATION

MCPS is commended for an effective and efficient staggered bell schedule.

7.4   TRAINING AND SAFETY

MCPS transportation training and safety programs are the responsibility of the coordinator of transportation. This function has the following objectives:

- train employees to provide safe and effective student transportation;
- monitor all safety issues related to pupil transportation;
- investigate all accidents; and
- file accident reports with the Virginia Department of Education.

The coordinator of transportation uses the Virginia Department of Education guide for the training of new drivers. The training is supplemented by DMV regulations to meet CDL requirements, as well as training videos, handouts, sample tests, and hands on training.

The school bus aides on special education buses receive standard training related to their jobs as well.

FINDING

Training, safety, and accident performance indicators are important management tools. The Evergreen team observed practices in MCPS used to strengthen training, safety and accident performance. Bus drivers exercise caution and are fully aware of the necessity to operate school buses in a safe manner. There are sufficient signage and posters in the transportation department reminding all personnel about safety.

Exhibit 7-19 shows the number of miles and students transported over the three-year period. As can be seen, the MCPS accident record is commendable. During driver and school bus aide focus groups, there was discussion emphasizing strong respect for traffic rules affecting school buses, rules on passing across double lines, and other excellent comments regarding compliance with operator safety.

Exhibit 7-19
MCPS Transportation Bus
Accident Rate
2005-06 through 2007-08 School Years

School Year	Number of Accidents	Number of Fatalities	Miles Driven	Students Transported
2005-06	0	0	181,800	1,495
2006-07	0	0	158,762	1,568
2007-08	0	0	164,052	1,619
Average	0	0	168,204	1,560

Source: MCPS Transportation Department, November 2009.

COMMENDATION

The MCPS bus transportation service has been accident free for the past three years.

FINDING

MCPS conducts training on important topics for bus drivers and bus driver aides.

The coordinator of transportation provided Evergreen a curriculum guide and training outlines for bus drivers, bus aides, and other personnel in the transportation department. Two four-hour training sessions are conducted each year. One is given before the beginning of school and the other during the second semester. These training sessions include driver/aide training and updates on applicable administrative procedures.

The coordinator of transportation indicated that, during the first in-service training, each employee receives an updated copy of the department's guidelines and procedures. They are also provided a copy of the Virginia School Bus Driver Training Curriculum Guide. Newly assigned bus drivers complete 24-hours of classroom training and 48 hours of driving.

The transportation department's training program complies with regulations in the Virginia Code.   Some of the training topics include:

- bus evacuation drills for regular and exclusive/special needs students;
- managing student behavior;
- railroad crossing procedures;
- driving habits with emphasis on driving in adverse weather conditions;
- actions taken when schools close early or open late; and
- procedures transporting special need students.

COMMENDATION

The MCPS has several training programs for bus drivers, bus driver aides, and other transportation department personnel to comply with Code of Virginia requirements.

7.5   *VEHICLE MAINTENANCE AND BUS REPLACEMENT SCHEDULES*

Martinsville City Public Schools negotiated with the City of Martinsville to provide for MCPS Transportation Department vehicle maintenance responsibilities. This understanding outlined in a 1997 memorandum, stipulates that all MCPS Transportation Department vehicle maintenance functions and responsibilities in the school division are provided to the City of Martinsville.

The city has one large maintenance facility located a short driving distance from the transportation department. It has two full capacity bus bays and extensive shop repair stations that are more than adequate to support the MCPS bus fleet. Two full-time mechanics and three support mechanics (all with ASE certifications) provide vehicle maintenance for MCPS Transportation Department buses and automobiles. A parts inventory is maintained to support bus and automobile requirements. The fueling site for buses and automobiles is at the city location and fuel control is exercised by use of the *Fuelmaster* system. Drivers use an identification card for their vehicle. The system provides a record on the amount of fuel dispensed, and MCPS is billed for fuel used. In addition, MCPS is billed for parts, but not for mechanic services.

FINDING

Evergreen evaluated vehicle maintenance support for MCPS Transportation Department buses and automobiles at the city public works department. The Evergreen team determined the following:

- Excellent professional relationships exist between the coordinator of transportation and the Chief Garage Mechanic in the division of public works. The two agencies work in harmony coordinating school bus and automobile vehicle maintenance requirements for the MCPS Transportation Department.

- Though the memorandum of agreement has not been revised or updated since 1997, excellent informal understandings have developed to ensure that buses and automobiles belonging to MCPS Transportation Department are provided appropriate vehicle maintenance support.

COMMENDATION

Exemplary maintenance support operations are supervised, implemented, and provided by the City of Martinsville through a cooperative arrangement with Martinsville City Public Schools.

FINDING

The city mechanics have high regard for ASE certification. Mechanics working on MCPS buses and automobiles have multiple ASE certifications.

Best practices have shown that ASE-certified mechanics provide more accurate fault diagnosis, which allows for more effective trouble-shooting and subsequent first-time correct repairs of defective equipment. A well-trained mechanic can have a significant impact on the parts replacement and equipment repair program of any maintenance operation. ASE certification is an important management tool that ensures mechanics are highly skilled and trained.

COMMENDATION

The majority of mechanics assigned to division of the public works department, City of Martinsville, are Automotive Service Excellence (ASE) certified.

FINDING

Martinsville City Public Schools does not have a comprehensive school bus replacement policy.

A bus replacement plan takes older vehicles out of the fleet in a timely manner and improves safety. The typical useful life of school buses is between ten and 15 years; and as stated previously, the Governor of Virginia has recommended a 15-year replacement cycle.

Life expectancy is determined by a number of variables including operational environment, driving habits, pre- and post-operation maintenance, and maintenance support. Currently, several school divisions in the Commonwealth of Virginia have adopted a 12-year replacement cycle.

MCPS bus fleet is 7.8 years old. MCPS has four buses that are 18 years old and eight buses that are 12 years old. These buses should be high candidates for disposal or replaced by newer buses. Those four vehicles in service since 1991 should be examined to see if they need to be taken out of service.

MCPS is currently replacing buses at 7.8 years without a school board replacement policy. It appears that the school division is spending unnecessary funds for a 7.8 year bus replacement cycle when it could convert to a 15-year cycle. MCPS purchases its buses at an average cost of $58,000 per school bus.

Exhibit 7-20 shows the bus replacement cycles for 8 years, 10 years, 12 years, and 15 years. **Exhibit 7-21** shows that the MCPS bus fleet consists mostly of 64-passenger buses.

Exhibit-7-20
Comparison of Bus Replacement Cycles
2009-10 School Year

Bus Replacement Cycle	Number of Buses Replaced Yearly	Cost for Average Bus	Cost for Selected Replacement Cycle
8-Year Cycle	4	$58,000	$232,000
10-Year Cycle	3	$58,000	$174,000
12-Year Cycle	2.8	$58,000	$162,400
15-Year Cycle	2	$58,000	$116,000

Source: Created by Evergreen Solutions, November 2009.

RECOMMENDATION

Recommendation 7-9:

Implement a 15-year bus replacement cycle.

MCPS should adopt a bus replacement cycle to replace school buses no more frequently than 15 years, as recommended by the Governor. MCPS is currently replacing buses at 7.8 years without a board policy on bus replacement. MCPS is spending unnecessary funds for a 7.8 (or rounded 8) year bus replacement cycle when it could divert to a 15-year cycle.

FISCAL IMPACT

The average cost of a regular bus is approximately $58,000. MCPS is currently replacing four buses yearly on an eight-year bus replacement cycle costing approximately $232,000. Implementing a 15-year bus replacement policy costs approximately $116,000 yearly as opposed to $232,000 for the current eight-year cycle, for a yearly cost savings of $116,000.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Establish a 15-Year Bus Replacement Cycle	$116,000	$116,000	$116,000	$116,000	$116,000

FINDING

Evergreen Solutions found that MCPS does not optimize its bus passenger capacity and student passenger space is being underutilized. As a result, buses are not maximizing their capacity, space is wasted, and additional bus resources are being used that are not needed. Buses do not have a sufficient number of students occupying seats to achieve operational efficiency and cost savings.

Exhibit 7-21, provided by the MCPS Transportation Department, depicts bus fleet inventory, bus capacity, and ridership per bus. It should be noted that a number of MCPS school buses are not being used to capacity while executing their routes. Under the circumstances, better planning could improve bus capacity and reduce costs.

Passenger capacity in **Exhibit 7-21** shows a total bus capacity of 1,637 with only 1,452 seats being used for student transportation. This exhibit shows MCPS Transportation using 1,452 of seating capacity, creating a 185 seat shortfall on a daily basis by not using these seats.

Evergreen examined the information provided by the transportation department in **Exhibit 7-21** and determined that there are a number of MCPS school buses with significant underutilization of available seating on buses. In other words, information provided in **Exhibit 7-21** does not accurately reflect seat availability.

Exhibit 7-22 depicts those MCPS buses extracted from **Exhibit 7-21** with significant shortfalls in the number of students transported. It shows the relationship associated with these buses being used daily, bus daily capacity, number of students riding buses, and rider shortfall. **Exhibit 7-22** shows that on these buses there are an additional 547 seats that are not being used daily for student transportation services.

Evergreen is cognizant that some middle school and most high school students do not comfortably maximize bus capacity, because they are larger in size and may occupy two to a seat on a bus. However, there is no prudent reason why these students should require all of the 547 extra seats. In addition, there is only one bus (number 32) showing a route time in excess of one hour consisting of two runs (one for 39 minutes and the other 35 minutes) transporting K through 5 grade students.

The maximum time for any student does not exceed 39 minutes. (Note: The average time a student spends on a morning route is 28 minutes and the average time in the afternoon is 18 minutes.)

Exhibit 7-21
MCPS Bus Fleet Inventory, Capacity, and Ridership
2009-10 School Year

Bus Number*	Year Manufactured	Manufacturer	Bus Capacity	Number of Runs	Students Each Run	Ridership per Bus
1	2002	International	64	2	50+28	78
2	2006	Bluebird	65	2	49+28	77
3	2006	Bluebird	65	1	28	28
4	2002	International	64	2	59+38	97
5	2006	Bluebird	64	2	34+31	65
7	2002	International	65	2	40+30	70
8	2006	Bluebird	65	2	37+26	63
10	2008	Bluebird	71	2	20+59	79
11	2008	Bluebird	71	2	27+30	57
12	2002	International	64	2	39+22	61
14	2008	Bluebird	71	2	37+35	72
17	1991	Chevrolet	20	1	14	14
10	2000	International	64	2	45+30	75
20	1997	International	64	2	24+36	60
21	1997	International	64	2	44+33	77
22	1997	International	64	2	44+33	77
23	2002	International	64	2	31+50	81
26	2002	International	64	1	40	40
27	2000	International	64	1	25	25
28	1997	International	64	1	21	21
29	1997	International	64	1	30	30
30	2006	Bluebird	36	2	12+2	14
31	2005	International	64	1	32	32
32	2005	International	64	2	27+28	55
33	2008	Bluebird	36	2	1+12	13
34	2008	Bluebird	71	1	21	21
35	2008	Bluebird	71	2	27+36	63
6	1991	Ford	64	Spare		
9	1991	Ford	64	Spare		
13	1997	International	64	Spare		
16	1991	Chevrolet	71	Spare		
19	2002	International	34	Spare		
24	1997	International	64	Spare		
25	1996	International	64	Spare		
Automobile**	1998		4/7	2	7+7	14
34	**Average Age 7.76 years**	**Mixed Manufacturers**	**1,637**	**43***	**1,452**	**1,452**

Source: MCPS Transportation Department, November 2009.
*A bus route may have one or more runs. After completing one run, a bus can continue a second run executing pickup and drop off of students at another school. MCPS buses execute one route during which one or more runs many be accomplished.

Exhibit 7-22
MCPS Bus Use and Excess Capacity
2009-10 School Year

Bus Number	Bus Capacity	Daily Riders Bus Utilization	Rider Shortfall
3	65	28	36
11	71	57	14
17*	20	14	6
26	64	40	24
27	64	25	39
28	64	21	43
29	64	30	34
30*	36	14	22
31	64	32	32
33*	36	13	23
34	71	21	50
35	71	63	8
24	64	0	64
13	64	0	64
9	64	0	64
Total	**946**	**358**	**547**

Source: MCPS Transportation Department, November 2009
* Special Education Bus.

As noted, the average run time for all buses (except the one noted above) is 23 minutes. The City of Martinsville has little traffic congestion which contributes to a favorable situation. Evergreen recommends 20 percent of the 547 underutilized seat be allocated to the transportation department for use to accommodate greater physical size of the middle and high school populations. Allotting 20 percent or 108 seats of the 547 will leave 439 passenger seats. Capacity for three special education buses with a seating capacity of 92 remains unaffected. Since MCPS has a preponderance of 64-passenger buses, this equates to five buses being currently used to transport 347 empty seats (547 bus capacity minus 20 percent (108) for larger students minus 92 for special education equals 347 empty seats). Since MCPS has basically a 64-passenger bus fleet, five buses equate to the 347 empty seats. Improving bus capacity utilization can reduce the fleet by five buses.

RECOMMENDATION

Recommendation 7-10:

Optimize bus capacity and reduce three buses.

Implementing a school board policy to maximize use of bus capacity will provide guidance to the transportation department. It should result in a more prudent use of school bus capacity, eliminate underutilization, eliminate waste, and achieve cost savings.

A more critical examination by the transportation department should find that seats in addition to the 347 are not being used. For example, an examination of students who signed up for transportation at the beginning of the school year and still using transportation services should be conducted to find out if the demand has changed. This is particularly true of the high school student population students who are now using other transportation means to get to and from

school from what they signed up for at the beginning of the school year. They are still counted as using MCPS school transportation services although they are not. The recommendation is that five buses could be removed from service and five bus driver positions.

FISCAL IMPACT

The fiscal impact of implementing this recommendation is calculated by reducing five buses and 347 empty seats. School bus salvage value is estimated at $1,500 per bus and is expected to generate revenue of $7,500. Bus drivers are paid $66.92 daily for the 180-day school year for $12,045.60 with no benefits package. Eliminating three bus driver positions generate annual savings of $36,137 yearly.   Evergreen believes that this projected savings is very conservative and that additional savings can be achieved.

Recommendation	2010-11	2010-12	2012-13	2013-14	2014-15
Sell Five Excess Buses	$7,500	$0	$0	$0	$0
Eliminate Five Bus Driver Positions	$36,137	$36,137	$36,137	$36,137	$36,137
TOTAL	$43,637	$36,137	$36,137	$36,137	$36,137

The coordinator of transportation needs to conduct the recommended review of transportation services. This will take an estimated 10 hours.

FINDING

The spare bus inventory is excessive and MCPS should adopt and implement a policy to eliminate excess spare buses and capture related costs savings. It was discussed earlier in this chapter that the MCPS School Board should establish a ten percent spare bus policy (see **Recommendation 7-5**).

The MCPS Transportation Department initially provided Evergreen information indicating a bus fleet inventory of 34 buses with 27 of them being used to provide daily student transportation services and seven spares. Subsequently the coordinator of transportation reported 34 buses with 28 being used for student transportation services and six spares. The 28 versus 27 bus issue was addressed in **Recommendation 7-1** focusing on taking a spare bus to transport seven additional students.

According to the coordinator of transportation, there are six spare buses. **Exhibit 7-23** reflects information provided by the transportation department on daily use of 28 buses to provide student transportation services.

Six buses are excess to operational requirements and considered spares. The Commonwealth of Virginia advocates a spare bus policy of 10 percent and most school divisions nationwide maintain a 10 percent spare bus policy unless there are unusual circumstances.

With a fleet of 34 MCPS buses, a 10 percent spare bus policy would equate to three buses. The six spares currently on hand could be reduced to three resulting in ten percent of the fleet used as spares.

Exhibit 7-23
MCPS Daily Number of Buses Used
2009-10 School Year

Category	Buses Inventory
General daily riders	24
Specialty programs	1*
Special needs	3
Spare buses	6
TOTAL	**34**
Buses used daily	28
Spare Buses	**6**

Source: MCPS Transportation Department, November 2009.
*Added to inventory by Coordinator of Transportation after
* completion of Evergreen onsite visit.*

RECOMMENDATION

Recommendation 7-11:

Reduce three buses from the current spare bus inventory.

This recommendation is predicated on the finding that to continue having six spare buses, when only three spares are required, is not economical. Adjusting ten percent spares of 34 buses in the fleet from this action reduces the fleet to 31 buses.

FISCAL IMPACT

The fiscal impact of implementing this recommendation is calculated by reducing by three buses the number currently in the MCPS spare bus inventory. School bus salvage value is estimated at $1,500 per bus and is expected to generate revenue of $9,000.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Sell Three Spare Buses	$4,500	$0	$0	$0	$0

This action should take the coordinator of transportation less than three hours.

CHAPTER 8:
TECHNOLOGY MANAGEMENT

Chapter 8

TECHNOLOGY MANAGEMENT

This chapter reviews staffing and organization related to administrative and instructional technology in Martinsville City Public Schools (MCPS) and includes four major sections:

  8.1 Organization and Staffing
  8.2 Technology Planning and Management
  8.3 Instructional Technology
  8.4 Staff Development

A little over a decade ago, technology was seen as an add-on in a school division, indeed in many organizations, including private businesses. Now, technology is a foundational aspect of almost every organization. Technology drives efficiencies and analyses in school divisions. The requirements of *No Child Left Behind* include that divisions make data-driven decisions, that students achieve technological literacy before 9th grade, and that teachers effectively integrate technology into the classroom. Meeting these mandates depends heavily on a division's technology implementation.

Education Week's annual Technology Counts survey for 2009 recently graded Virginia with an A- on its state technology report card. Although Virginia overall earned an A- in access to technology, it received a B in capacity to use technology. The only missing element for use of technology was the absence of testing of standards by schools. Within capacity to use technology, a B was awarded since teachers and administrators were not required to attend technology training or testing for recertification. Although there is some room for improvement, the Commonwealth is well ahead of the survey average of a C. **Exhibit 8-1** compares the Virginia school technology environment with national averages.

Exhibit 8-1
Overall Virginia School Technology Environment Compared Nationally

Technology Environment	Virginia Average	National Average
Access to Technology		
Number of students per instructional computer	3.1	3.8
Number of students per instructional computer in a classroom	6.3	7.6
Number of students per high-speed Internet-connected computer	3.0	3.7
Number of students per Internet-connected computer in a classroom	6.5	8.0
Use of Technology		
Student standards include technology	Yes	50 states
State tests students on technology	No	13 states
State has established a virtual school	Yes	29 states
State offers computer-based assessments	Yes	26 states
Capacity to Use Technology		
State includes technology in its teacher standards	Yes	46 states
State includes technology in its administrator standards	Yes	37 states
State includes technology in its initial teacher license requirements	Yes	21 states
State includes technology in its initial administrator license requirements	Yes	10 states
State includes technology in its teacher recertification requirements	No	10 states
State includes technology in its administrator recertification requirements	No	7 states

Source: Editorial Projects in Education Research Center, www.edweek.org, 2009.

Evergreen's survey included several questions related to the MCPS technology; the results for several questions are shown in **Exhibits 8-2** and **8-3**. MCPS responses are compared to responses provided by administrators and teachers in other school divisions/districts where Evergreen has collected data. As can be seen in **Exhibit 8-2**, Both MCPS administrators and teachers were generally more positive regarding administrative and instructional technology in comparison to peer groups. Conversely, all MCPS groups were generally less positive than peers regarding online administrative processes.

Exhibit 8-2
Comparison of Administrators and Teachers Responses Related to Technology in Martinsville City Public Schools and Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Students regularly use computers.				
Central Office Administrators	100.00%	0.00%	88.20%	6.40%
Principals	100.00%	0.00%	86.50%	10.90%
Teachers	82.90%	9.10%	81.00%	14.50%
Teachers receive training in how to integrate technology into the classroom.				
Central Office Administrators	100.00%	0.00%	79.70%	7.60%
Principals	92.30%	7.70%	84.00%	5.70%
Teachers	89.70%	5.10%	79.60%	14.60%
Teachers are expected to integrate technology in the classroom.				
Central Office Administrators	100.00%	0.00%	86.30%	3.20%
Principals	100.00%	0.00%	100.00%	0.00%
Teachers	97.10%	0.00%	90.10%	4.10%
Teachers know how to use computers in the classroom.				
Central Office Administrators	100.00%	0.00%	76.90%	8.60%
Principals	100.00%	0.00%	72.90%	18.80%
Teachers	93.70%	2.90%	72.40%	11.20%
The division web site is a useful tool.				
Central Office Administrators	90.00%	0.00%	84.60%	9.50%
Principals	100.00%	0.00%	99.50%	0.00%
Teachers	92.00%	2.90%	79.20%	8.50%
I get assistance quickly when I have a computer problem.				
Central Office Administrators	100.00%	0.00%	88.40%	7.70%
Principals	100.00%	0.00%	98.90%	1.00%
Teachers	80.00%	13.70%	65.70%	27.30%
The school division provides adequate instructional technology.				
Central Office Administrators	90.00%	0.00%	82.50%	8.10%
Principals	100.00%	0.00%	89.70%	10.10%
Teachers	89.10%	4.60%	72.20%	22.60%
The school division provides adequate administrative technology.				
Central Office Administrators	100.00%	0.00%	85.00%	11.60%
Principals	84.60%	15.40%	91.20%	8.30%
Teachers	72.00%	2.90%	58.30%	13.10%
I have adequate equipment and computer support to conduct my work.				
Central Office Administrators	100.00%	0.00%	92.00%	7.10%
Principals	92.30%	7.70%	99.50%	0.00%
Teachers	82.20%	12.10%	69.80%	26.40%
Teachers and students have fast and easy access to the Internet.				
Central Office Administrators	100.00%	0.00%	83.60%	5.90%
Principals	100.00%	0.00%	87.00%	13.00%
Teachers	87.90%	7.50%	67.80%	19.50%
Most administrative processes are done online.				
Central Office Administrators	60.00%	30.00%	45.40%	34.00%
Principals	15.40%	53.80%	74.10%	5.50%
Teachers	27.40%	6.90%	27.90%	11.30%

Source: Evergreen Solutions Survey Results, 2009.

Exhibit 8-3 illustrates that administrators, principals, and teachers are very pleased with service received. Teachers expressed a slightly higher level of concern with administrative technology than their peer group due to transition to a new grade book system in the last 12 months.

Exhibit 8-3
Teachers and Administrative Survey Results on Technology
in Martinsville City Public Schools and School Districts in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Teachers and Administrators		Teachers and Administrators in Evergreen's Survey Database	
	Needs Major or Some Improvement	Adequate or Outstanding	Needs Major or Some Improvement	Adequate or Outstanding
Instructional Technology				
Central Office Administrators	0.0%	100.0%	59.9%%	25.4%
Principals	0.0%	92.3%	49.8%	48.6%
Teachers	17.4%	73.3%	44.2%	50.0%
Administrative Technology				
Central Office Administrators	10.0%	90.0%	63.4%	25.2%
Principals	7.7%	84.6%	48.7%	48.4%
Teachers	8.2%	56.8%	3.4%	0.5%

Source: Evergreen Solutions Survey Results, 2009.

In order to summarize the current state of MCPS, the International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of technology in K-12 education, the Technology Support Index rubric was used during the assessment.

In the most recent release of the Index (Version 2.4), school districts are ranked into one of four categories for various aspects of technology usage and support. These categories are:

- **low efficiency** - a strategy or domain that needs attention and improvement;

- **moderate efficiency** - these strategies address major technical support issues, but with incomplete implementation or inadequate resources;

- **satisfactory efficiency** - these strategies are generally effective in sustaining the technology infrastructure and promoting the integration of technology in teaching and learning; and

- **high efficiency** - these strategies make the most of available technology support resources, emergent problems are rapidly detected, solutions are quickly implemented, and problem sources are identified and corrected.

The complete Index can be found at *http://tsi.iste.org/techsupport/* and provides expectations for four areas of technology support: equipment standards, staffing and processes, professional development, and enterprise management. The results of the ISTE Index for MCPS appear in **Exhibit 8-4.**

Exhibit 8-4
ISTE Technology Assessment Rubric Results for Martinsville City Public Schools

Area	Low Efficiency	Moderate Efficiency	Satisfactory Efficiency	High Efficiency
Equipment				
Cycling Equipment				X
Brand Selection			X	
Model Selection				X
Platform				X
Standard Operating System			X	
Application Software Standard			X	
Donated Equipment			X	
Granted Equipment			X	
Peripheral Standards			X	
Surplus Practices			X	
Warranties				X
Security Procedures			X	
Security Hardware and Software		X		
Staffing and Processes				
Structure				X
Contracted Primary Support			X	
Contracted Supplemental Support				
Staffing to Computer Ratio		X		
Formula-Driven Staffing		X		
Certification of Technical Staff	X			
Differentiated Job Descriptions	X			
Technician Retention			X	
Competitive Compensation	X			
Escalation Process for Technical Issues			X	
Help Desk		X		
Use of Online Knowledgebase for Technical Help		X		
Software Support Protocols		X		
New Equipment Deployment			X	
Documented Procedures		X		
Student Support	X			
Professional Development				
Comprehensive Staff Development Programs		X		
Online Training Opportunities		X		
Just-in-Time Training		X		
Expectations of All Staff		X		
Troubleshooting as Part of Professional Development		X		
Training for Technical Staff		X		
Enterprise Management				
Trouble Ticketing System			X	
Virus Protection			X	
Network Infrastructure and Bandwidth			X	
Desktop and Software Standardization Tools			X	
Network Sniffing Tools		X		
Online Knowledgebase		X		
Integrated Systemic Electronic Communication		X		
Remote Computer Management			X	
Imaging Software		X		
Metering and Application Push Technology			X	
Server Farms and Centralized Services			X	
Application Service Providers (ASP)		X		
Thin-client Computing		X		
Vendor-specific Management		X		
Quality Assurance (QA)		X		
Student/Fiscal/HR/ Assessment Systems			X	

Source: http://tsi.iste.org/techsupport, 2009.

The ISTE Assessment reveals that MCPS has only a few low efficiency policies, practices, or processes. In fact, staff and processes have the lowest average score due to the lack of job descriptions and staff development activities. This will be addressed later in this chapter in some detail.

CHAPTER SUMMARY

MCPS is operating technology at a commendable level in a number of areas based on the resources it has available. The division has developed a sound technology plan that provides strategic direction for both instructional and administrative technology. The division is supporting a best practices organizational structure. MCPS has achieved a high level of technology integration in many of its classrooms and its efforts continue to pay dividends for its students.

Overall, Evergreen found a number of commendable practices. These include:

- a best practices organizational structure to provide high-quality technical support to employees in the division;

- its comprehensive information technology staffing in comparison to peer school divisions;

- the commitment to providing the necessary number of technology resource teachers;

- a commendable technology plan that is being used to guide technology development in the division;

- its network infrastructure and connectivity;

- a high level of technology integration in most of its classrooms; and

- the level of teacher technical capability;

Evergreen's major recommendations include:

- Create a technology committee to assist with planning and implementation.

- Develop detailed job descriptions for each information technology position.

- Develop an information technology professional development plan and portal for all division staff.

- Develop school technology plans to improve the implementation of the division's overall technology plan.

- Develop a disaster recovery plan to cover critical systems in the event of interruption of service.

- Develop and implement a list of performance measures for assessing administrative and instructional technology outcomes.

- Develop a grant plan that includes processes for the identification, response, and monitoring of grants.

- Offer instruction in keyboarding to students in elementary grades, before poor typing skills develop.

8.1   ORGANIZATION AND STAFFING

Ideally, technology is one area of a school division that supports all administrative and instructional personnel in a positive manner. Organizing technology resources to effectively achieve this outcome can be challenging; however, it is necessary for operational and educational success. Not only does it require the necessary staffing level, but also necessary skills, tools, and leadership.

The organization structure for technology in MCPS is shown in **Exhibit 8-5**. The director of technology and career/technical education reports to the division's assistant superintendent for instruction. The division does not possess a technology committee or other oversight group.   In addition, contracted services are on an as-needed basis, and there are no staff augmentation resources currently being used.

The structure has changed with the departure of a clerical support and technician position. Current staff are able to absorb the additional work, maintain a similar level of service, and reduce costs.

Exhibit 8-5
MCPS Technology Organization
2009-10 School Year
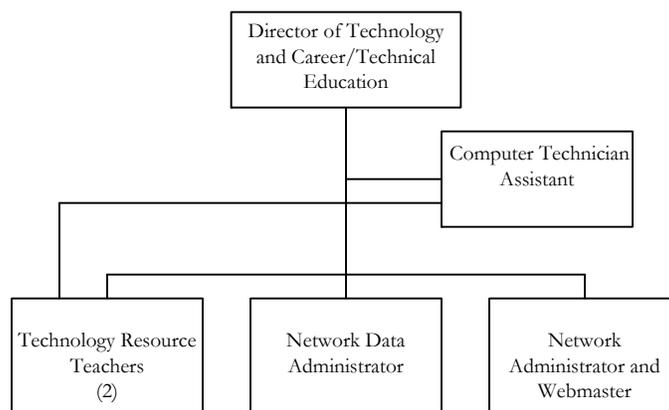
Source: Martinsville City Public Schools, 2009.

FINDING

The organizational structure of the MCPS Technology Department supports best practices. The structure supports the cooperative nature, skill distribution, and division needs.

As shown in **Exhibit 8-4**, MCPS does well on its efficiency in staffing. The ISTE Technology Support Index criteria met include technology functions reporting through the same unit in the organization, providing for a logical chain of command, and well-developed communication structures. This is the current organizational structure of the MCPS Technology Department.

COMMENDATION

The MCPS Technology Department has a best practices organizational structure to provide high-quality technical support to employees in the division.

FINDING

The structure and staffing levels are slightly different than the peer districts due to the use of warranty-based desktop support and assigning troubleshooting to a teacher assigned to technology support.   **Exhibit 8-6** summarizes the major staffing metrics for three of the four peer divisions compared to MCPS. As can be seen, MCPS has the highest IT staff as a percentage of total staff of the three comparables that reported. However, the margin is very small and MCPS has the third highest ratio when considering the number of students served. The level of technical support is better in MCPS but still lower than the expected standard (see **Exhibit 8-6a**). Nevertheless, this is not surprising given the degree to which warranties are being purchased instead of providing internal technical support.

Exhibit 8-6
Staffing Metric Comparisons
in Peer School Divisions*

	MCPS	Danville	Franklin City	Petersburg
IT Staffing (FTE)	5.5	20	3	7
Administrative Staffing	3.5	15	2	4
Instructional Staffing	2	5	1	3
Pupils	2,486	6,556	1,299	4,675
Staff	453	1,900		850
Ratio of IT Staff to Total Staff	1.21%	1.05%		0.08%
Ratio of IT Staff to Pupils	0.22%	0.31%	0.23%	0.15%
Ratio of Staff to Technician	226.5	271.4		212.5
Ratio of Computer to Technician	500	685	450	625
Ratio of Computer to Pupil	2.5:1	.73:1	.69:1	.54:1
Ratio of User to Technician	1469.5	1214.3	1000	1231

 Source: MCPS and, 2009.

  *Hopewell was not able to provide data.

Exhibit 8-6a
ISTE Technology Support Index Rubric for Staffing

Index Area	Efficiency of Technology			
	Low	Moderate	Satisfactory	High
Technician Staffing to Computer Ratio (# of computers: technician)	250:1	150:1 to 250:1	75:1 to 150:1	Less than 75:1

Source: www.iste.org, 2006.

Exhibit 8-7 compares salary levels for MCPS information technology positions to the peer divisions as well as state and national averages. Salaries are behind in each category of employee when examining peers as well as aggregate averages. This issue is addressed in the human resources section as part of the compensation review recommendation.

Exhibit 8-7
Information Technology Compensation Comparison
in Peer Divisions*

Position	MCPS	Franklin City	Hopewell	Petersburg	VA Average	National Average
IT Director	$74,085	$74,798	$101,392	$85,000	$98,861	$96,689
Network Data Administrator	$42,015	NA	$71,120	$71,000	$77,256	$75,999
Network Administrator and Webmaster	$38,304	NA	$53,553	$41,200	$57,916	$57,431
Computer Technician Assistant	PT	NA	NA	$35,750	$40,007	$41,389
Instructional Technology Resource Teacher	$40,953	NA	$58,542	NA	$53,085	$53,547
Instructional Technology Resource Teacher	$52,890	$52,184	$62,845	$50,434	$53,085	$53,547
TOTAL	**$248,247**	**$126,982**	**$347,452**	**$283,384**	**$380,210**	**$378,602**

Source: MCPS, peer divisions, and Economic Research Institute, 2009.
*Danville was not able to provide comparison.

COMMENDATION

MCPS is commended for its comprehensive information technology staffing in comparison to its peers.

FINDING

The information technology staff is serving as the de facto technology committee. Although input arises from a variety of other sources in the division, there is a lack of formal structure for integrating the major areas of the division in technology planning, implementation, and evaluation.

In most school divisions, a technology committee evolves from the group that helps write the state-mandated technology plan to an advisory group responsible for ensuring the successful

implementation of the plan. More recently, technology committees have taken on the role of assessing the performance of the division in comparison to the plans and providing strategic as well as tactical advice.

Strategic planning takes the form of developing and updating division-wide goals and practices that clearly define the division's technology environment for the future. The tactical element takes the form of assuring equitable and consistent technology integration that support the goals and practices established in the strategic plan. When special projects occur, the technology committee will typically establish special subcommittees or working groups to assist with individual projects. Some examples include new student information systems, new training requirements, higher levels of classroom integration, or new hardware/software standards.

RECOMMENDATION

Recommendation 8-1:

Create a MCPS Technology Committee to assist with planning and implementation.

The director of technology should form a technology committee and work with the superintendent to identify its initial composition. Typically, a technology committee would include representatives from the information technology staff, finance/purchasing staff, school administrators, technology resource teachers, other teachers, and librarians. Information technology staff should develop the agenda and the materials for the meetings.

Some of the issues to cover in initial meetings include:

- upcoming five-year technology plan;
- improving technology integration in the classroom;
- increasing corporate partnerships; and
- garnering additional grants resources.

Meetings should be held on a monthly basis. Much of the routine work of developing consensus can be conducted via electronic means where documents are shared and individual members communicate with the committee's secretary who posts commentary to documentation listings.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of technology should create the technology committee in collaboration with the superintendent. Committee members will need one to three hours per month to devote to committee meetings and activities.

FINDING

MCPS is providing sufficient technology resource teachers to serve teachers in the schools. In comparison to Commonwealth requirements, division staffing in this area is at the required level based on current enrollment.

The Virginia Standards of Quality (SOQ) Technology Staffing Standards for the 2004-2006 Biennium implemented policy changes recommended by the Virginia Board of Education. One of the provisions of the SOQ is that, by July 1, 2006, divisions must have one instructional technology FTE position per 1,000 students. From the Virginia Superintendent's memo #1 (January 14, 2005), these teacher positions "are intended to serve as resources to classroom teachers, but are not intended to serve as classroom teachers."

Currently, MCPS has two full-time technology resource teachers for 2,487 students. In the future, another technology resource teacher may be needed.

COMMENDATION

MCPS is commended for its commitment to providing the necessary number of technology resource teachers.

FINDING

MCPS is not sufficiently documenting work responsibilities or necessary skills for technology staff. Like a number of operational areas, MCPS technology staff does not possess formal job descriptions. In addition, the division does not possess specific training requirements for technical positions to ensure that staff keeps current with changing technology.

For analytical purposes, **Exhibit 8-8** was created to summarize the major work responsibilities being performed by each position. Given the small staff size and the small size of the division, there is a fair amount of sharing across jobs.

The 2004-2009 MCPS Technology Plan possesses the necessary staff training and development section. The principle methods for training listed in the plan include:

- division in-service training on technologies in general;

- division training and assistance on using technology to reach specific goals and objectives;

- opportunities to attend local and regional higher education classes;

- opportunities to attend local and regional training sessions and conferences;

- online training opportunities;

- division or school-based technology awareness groups and/or "buddy systems;" and

- division-wide communications, such as a technology newsletter and "how-to" workshops.

Exhibit 8-8
Summary of MCPS Technology Position Responsibilities

Position	Responsibilities
Director of Technology	• Coordinate the development and implementation of short and long-range technology plans. • Champion information technology with major MCPS stakeholders. • Assist schools and administrative departments to develop and implement plans to address technology needs, including evaluation of hardware, software and management relating to attendance, grade reporting, scheduling, demographic data and financial information. • Manage, direct and assign priorities and personnel to major projects to ensure attainment of organization and department goals and objectives. • Coordinate the development and implementation of an effective data network. • Ensure the timely and accurate reporting of required data to the Commonwealth and US DOE. • Assist with selection and purchasing of technology. • Provide a central point of contact for technology support.
Network Data Administrator	• Assist with network maintenance. • Provide Power School support and maintenance. • Assist with maintenance of Groupwise email. • Provide general technical support. • Maintain other major software systems, such as Alexandria.
Network Administrator and Webmaster	• Maintain wide area network. • Conduct data backup. • Maintain email servers and software. • Assist with food service software maintenance. • Provide administrative software support. • Provide general hardware support. • Update and maintain the MCPS web site. • Assist on major information technology projects.
Technology Resource Teacher	• Serve as the primary liaison between schools and the central office on education technology. • Coordinate the development and implementation of a comprehensive staff development plan for use in instructional technology. • Develop training options and improvement plans to ensure exemplary operations in the technology area. • Provide staff development to teachers and administrators in methods of involving technology in the delivery of curriculum. • Coordinate the writing of curriculum for technology programs and monitor the instructional process in all content areas using technology. • Develop and implement a continuing evaluation of the instructional technology program and implement changes based on the findings.

Source: Created by Evergreen Solutions, 2009.

MCPS technology staff, teachers, and administrative staff have participated in some of these areas. However, no uniform or standard approach has been utilized. The in-service training, specific division training, and local and regional training conferences have been the most prevalent in the last five years. However, MCPS does not track nor report this information. Moreover, there has not been a specific budget for these activities in the past. Although there is not a specific budget even now, FY 2009 will be the first year that technology-related expenditures will be available for reporting by category.

RECOMMENDATIONS

Recommendation 8-2:

Develop detailed job descriptions for each information technology position.

Employee job descriptions are written statements that describe the duties, responsibilities, required qualifications, and reporting relationships of a particular job. Employee job descriptions are based on objective information obtained through job analysis, an understanding of the competencies and skills required to accomplish needed tasks, and the work outcome needs of the organization.

Job descriptions are important tools to link an employee and his or her activities to the overall mission of the organization as well as the work group. The lack of job descriptions creates confusion, inhibits performance, and creates a disconnection between expectations and outcomes.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of technology should draft these job descriptions and share them with the superintendent and the executive director of accreditation, human resources, and policy development for their input. It is estimated to take one hour to create each job description so it will take the director of technology approximately six total hours, and the superintendent and executive director about one hour each.

Recommendation 8-3:

Develop an information technology professional development plan and portal for all MCPS staff.

The rate of technology change, coupled with the need for further administrative and instructional integration, necessitates a well-developed professional development plan for staff. MCPS should have a matrix that links each classification and position to its required tasks and the training that supports those tasks. In addition, the division should assign a team member responsibility for tracking successful accomplishment and updating the information over time. This review should include assessing the goals from the staff development plan compared to resources available and accomplishments.

The matrix should be the basis for a web page on the current site that includes a summary of needs for instructional and administrative technology, position tasks, recommended professional development activities, and listing of where the activities are being offered.

The list of recommended activities should include the following:

- target audience;
- provider (internal or external);
- frequency and schedule;
- length of session;
- follow-up opportunities;
- format or medium of delivery;
- organization of the session;
- number of attendees;
- integration across curriculum and grade areas; and
- summary of evaluations from previous attendees.

Teachers have more specialized needs since they have to understand the technology as well as be able to integrate it successfully into classroom instruction. A separate section of the page should be targeted at teachers and managed by the technology resource teachers. The section should include a more detailed rating of training activities, discussion by other teachers about experiences with various classroom resources, list of free resources, and various research materials.

A budget line item should be used to track training, and the results should be reported as part of the professional planning and monitoring process. The results should be compared annually to peer divisions and the *No Child Left Behind* standard of 25 percent of total budget.

FISCAL IMPACT

This recommendation can be implemented with existing resources. There will more than likely be additional costs after implementation if more employees gain the necessary technology training from outside sources. The director of technology will need at least five hours to create the professional development plan.

8.2   *TECHNOLOGY PLANNING AND MANAGEMENT*

Successful technology planning is the foundation for successful technology implementation and development. School division technology is not just a stand-alone program; it is a long-term ongoing effort that affects every aspect of school division operations. The technology planning process is complicated. There are many factors to consider, including instructional integration, legislated data reporting, funding, training, and staffing for support.

Technology plans should cover between three to five years. By analyzing current trends in division demographics and available technology, planners can predict what the needs of the division will be and what technology will be available to fill those needs. Technology, however,

is the fastest changing segment of our society, so frequent updates and revisions of any technology plan are required. The Virginia Department of Education has made technology planning a requirement of every school division.

FINDING

MCPS has developed a strong technology plan that is aligned with the Commonwealth's *Educational Technology Plan for Virginia (2003-2009)* and national best practices. Perhaps even more importantly, it has guided a fair amount of daily technology decisions.

As outlined in its technology plan for 2004-09, the MCPS vision for technology is:

1. *Students graduating from Martinsville High School will utilize technology effectively both in the workplace and higher education.*

2. *Students in all grade levels will have adequate access to current and relevant technology.*

3. *Teachers will be comfortable with technology and will understand the benefits it can provide as a tool in their classrooms.*

4. *Teachers will have the benefit of staff development opportunities and support in reaching their goals for the classroom and in their own professional development.*

5. *Teachers will be provided with current versions of software, support materials, and other technology related materials.*

6. *Administrators at all levels will be computer literate, technology aware, and in a position to actively support the division's technology goals.*

7. *District and building-level planning will take technology into account and assess technology as an alternative to traditional instructional practices.*

8. *As new technologies are introduced, they will be integrated into the classroom and into staff training programs as soon as possible.*

9. *New buildings will be designed with technology as an integral component and existing buildings will be remodeled and upgraded as needed to provide and appropriate framework for technology integration.*

10. *Funding will be available to make the visions a reality.*

The MCPS Technology Plan is quite detailed and includes a fairly in-depth needs assessment that reflects significant committee research and review. The plan also includes detailed goals by element area, which are shown in **Exhibit 8-9.** Each goal then has specific objectives, each with strategies for achievement, approximate costs, a timeline, and the person responsible.

Exhibit 8-9
MCPS Technology Plan
2004-2009 Summary

Element	Goal	Objective
Connectivity/ Infrastructure	• Ensure that the MCPS has a sufficiently supported and secure K-12 network	• Provide all instructional and administrative areas with connection to a local area network that accommodates instructional and administrative needs with sufficient bandwidth for effective operations. • Policies, procedures, and technologies are in place to ensure the security of the network and its users.
Technology-Based Instruction	• Improve teaching and enhance student learning with appropriate and effective use of instructional technology.	• Continue to expand and update software applications and web-based applications, services, and resources. • Connect distant learning equipment and develop a plan for utilizing distance learning technologies for student courses and staff development.
Professional Development	• Identify and deliver effective technology training programs to assist teachers in helping students achieve high academic standards.	• A wide variety of classes and training materials pertaining to effective integration of technology are available for staff development. • Technology leadership activities are provided to K-12 educational stakeholders. • Provide information on financial assistance initiatives that support professional development opportunities in technology integration.
Integration	• Improve teaching and learning through the appropriate use of implementation of technology	• Teachers and students have access to sufficient numbers of computers, software, and other technologies. • Technology-based intervention strategies are used as an instructional aide in the remediation of students.
Building Accountability through Evaluations, Assessments, and Analysis	• Assess the value that information technology adds to instructional and administrative efforts.	• Evaluate teachers, administrators, and students for technology awareness and use.

Source: MCPS Technology Plan, 2004-2009.

In interviews and documents, it was evident that the MCPS Technology Plan has been used to guide a number of day-to-day management decisions, as well as budgeting requests. A sample of some of the accomplishments includes:

• Martinsville City Public Schools no longer leases equipment.

• There is a Fiber GB connection between the MDF in each school and to all IDF's within each school.

• There is a DS3 connection (54 mps) as opposed to 3 (mps).

• The firewall was updated from CISCO PIX 520 to a CISCO ASA 5510.

• Each school's CISCO 3640 (100 mg) was switched to a CISCO 3750 gigabyte technology.

- Each IDF in each school has a CISCO 500 power-over-Ethernet which enables the technology department to expand wireless capabilities in each school.

- Each switch in MDF's and IDF have Layer 3 capabilities which allows the technology department to segment the network into separate VLANS to allow monitoring, expanding, and troubleshooting the network remotely which makes MCPS much more efficient in providing services like Internet filtering, Voice over IP, network printing, and wireless capabilities.

- File and print servers were added using Novell Netware 6.5. This allows each individual user, regardless of location, to log on, access and save their files and also print to any available installed network printer available. Also, this provides a utility called iFolder. This allows a user to be outside of the network to access their files (remote locations).

- Martinsville City Public Schools no longer purchases web hosting services.

- Groupwise 8 has proven to be stable, user friendly, and scalable. It allows the division to customize and maintain email.

- SOPHOS, a system-wide virus and spam ware filter, has been added to email to prevent inappropriate and spam email.

- LightSpeed, a system-wide content filtering system, has been added to use as content filtering for the Internet.

- M+Guardian, a system-wide email and spam ware filtering, has been added to the email server.

- M+Archive has been added as a server utility to meet Virginia's email archiving regulation by archiving employee emails for three years.

- A Windows Update Server has been added to automatically update all desktop computers.

- Nine virtual servers are being utilized by the division.

- Mitel Switches and VOIP Telephones have been added to Martinsville High School and Clearview Early Childhood Center.

- The student management system has been upgraded from SASI to PowerSchool.

The greatest shortcoming of the plan has been a lack of linkages to the local site (schools) as well as monitoring and reporting. The formation and operation of a technology committee would assist in preventing this challenge in the future.

The National Center for Educational Statistics released the *National Education Technology Plan* in January 2005. This plan outlines seven action steps school districts should take to prepare today's students for the technology challenges of tomorrow. These action steps are:

1. Strengthen Leadership
2. Consider Innovative Budgeting
3. Improve Teacher Training
4. Support E-Learning and Virtual Schools
5. Encourage Broadband Access
6. Move Toward Digital Content
7. Integrate Data Systems

All of these steps are supported and informed by a technology plan that is long-range, realistic, and strategic in nature. The areas that should be emphasized in the upcoming plan due in June 2010 include strengthening leadership, innovative budgeting, and greater integration.

COMMENDATION

Martinsville City Public Schools has adopted a commendable technology plan and is using it to guide technology development in the division.

FINDING

While MCPS has done well with developing and implementing its overall technology plan, it has not developed school or program technology plans. The technology resource teachers do a fair amount of informal, facility planning, but that is not the same as having tactical plans that relate to individual facilities or levels, and link back to the overall technology plan. The actual process as well as the finished plan will typically enhance the use of technology in the classroom and provide a basis for overall improvement. In addition, having a more localized resource will increase the chance of successful implementation and monitoring.

RECOMMENDATION

Recommendation 8-4:

Develop school technology plans to improve implementation of the overall MCPS technology plan.

The director of technology and the technology resource teachers should form working groups or committees at school and provide training on the technology plan process. Each group should include administrators, teachers, and staff. At the high school, student representatives should be considered.

The sections of the school-based plans should be the same or similar to the MCPS Technology Plan. However, actual implementation plans should be developed for the site level. Some of the major factors might include:

- a needs assessment;
- professional development;
- integration of technology and learning;
- leadership, policy, and accountability; and
- use and availability of funding and resources.

Once the plan is created, it should be submitted to the director of technology for review and feedback.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Each principal or his/her designee should create individual school technology plans. This is estimated to take about five hours per school and should be a collaborate process.

FINDING

MCPS possesses a true disaster plan (Initial Crisis Response Plan) for the division, but there is not a comprehensive, information technology disaster recovery plan. The elements included in the crisis plan are:

- assignment of major responsibilities in a crisis;
- phone listing for major response services;
- personal cell phone contact information;
- division telephone directory;
- staff special medical needs;
- staff emergency skills inventory;
- evacuation procedures; and
- crisis response container contents.

Interviews with staff revealed that there are actions being taken that support a technology disaster recovery plan, such as regular backups of major systems, but there is no formal document. The key element missing from the informal approach being used now is the lack of a business continuity plan. In essence, after a disaster occurs, where will information technology operations be housed, how soon could it operational, and what is the resource allocation necessary to be successful.

RECOMMENDATION

Recommendation 8-5:

Develop a disaster recovery plan to cover critical systems in the event of interruption of service.

The essential elements of a disaster recovery plan include a disaster recovery team; a list of persons to contact after a disaster; and an assessment of critical division functions, essential office equipment, and staffing needed immediately to recover from a disaster. A disaster recovery plan must include contingency and back-up plans for information technology.

Exhibit 8-10 lists the components of a sample disaster recovery plan.

Exhibit 8-10
Summary of Key Disaster Recovery Plan Elements

Step	Details
Build the disaster recovery team	• Select a disaster recovery team that includes key policymakers, building management, end-users, key outside contractors, and technical staff.
Obtain and/or approximate key information	• Develop an exhaustive list of critical activities performed within the agency. • Develop an estimate of the minimum space and equipment necessary for restoring essential operations. • Develop a timeframe for starting initial operations after a security incident. • Develop a list of key personnel and their responsibilities.
Perform and/or delegate key duties	• Develop an inventory of all assets including data, software, hardware, documentation and supplies. • Set up a reciprocal agreement with comparable organizations to share each other's equipment or lease backup equipment to allow the district to operate critical functions in the event of a disaster. • Make plans to procure hardware, software and other equipment as necessary to ensure that critical operations are resumed as soon as possible. • Establish procedures for obtaining off-site backup records. • Locate support resources that might be needed (e.g., equipment repair, trucking, and cleaning companies). • Arrange with vendors to provide priority delivery for emergency orders. • Identify data recovery specialists and establish emergency agreements.
Specify details within the plan	• Identify individual roles and responsibilities by name and job title so that everyone knows exactly what needs to be done. • Define actions to be taken in advance of an occurrence or undesirable event. • Define actions to be taken at the onset of an undesirable event to limit damage, loss, and compromised data integrity. • Identify actions to be taken to restore critical functions. • Define actions to be taken to reestablish normal operations.
Test the plan	• Test the plan frequently and completely. • Analyze the results to improve the plan and identify further needs.
Deal with damage appropriately	• If a disaster actually occurs, document all costs and videotape the damage. • Be prepared to overcome downtime on your own; insurance settlements can take time to resolve.
Consider other significant issues.	• Do not make a plan unnecessarily complicated. • Make one individual responsible for maintaining the plan, but have it structured so that others are authorized and prepared to implement it if needed. • Update the plan regularly and whenever changes are made to your system.

Source: Adapted from the Technology and Security Task Force, National Forum on Education Statistics, "Safeguarding your Technology," November 18, 1998.

FISCAL IMPACT

The creation of the disaster recovery plan can be implemented with existing resources. The director of technology will need an estimated 10 hours to develop a disaster recovery plan.

FINDING

Although there are some basic metrics being collected by technology staff, MCPS does not collect and analyze performance measures or metrics on information technology. The absence of uniform and comprehensive metrics limits the area's ability to assess its ongoing efficiency and effectiveness. Moreover, it constrains the division's ability to determine resource return on investment.

Performance metrics are an invaluable tool for assessing operational unit performance and communicating the level of output to leaders and staff. Performance measures (metrics) were defined in 1980 by Government Accounting Office (GAO) as an assessment of an organization's performance, including measures of:

- **Productivity**, which quantifies the outputs and inputs of an organization and expresses the two as a ratio. Generally, the ratio is expressed as output to input (for example, inspections per staff-day).

- **Effectiveness**, which determines the relationship of an organization's outputs to what an organization is intended to accomplish.

- **Quality**, which examines an output or the process by which an output is produced. Quality is indicated by attributes such as accuracy (or error rate), thoroughness, and complexity.

- **Timeliness**, which evaluates the time involved producing an appropriate output.

When designing measures, the following characteristics should be kept in mind:

- validity;
- reliability;
- easily understandable by the consumer;
- comprehensive of the organization's operations;
- diagnostic in nature;
- sensitive to the cost of collection; and
- focused on those factors that are more controllable by the organization.

RECOMMENDATION

Recommendation 8-6:

Develop and implement a list of performance measures for assessing administrative and instructional technology outcomes.

A good starting place for the director of technology is to examine which metrics are currently available based on work area. From discussions with employees, there should be a limited amount of metrics available through the work order tracking system (SchoolDude.com).

Some of the thematic areas for initial metrics include:

- satisfaction (annual and transactional satisfaction with service received);
- availability (hardware, software, major tools, accessibility);
- utilization (bandwidth, hardware, network);
- support need (cases, type, response time, resolution); and
- security (unauthorized access).

The data should be tracked on a regular basis and a monthly report should be circulated to staff. An annual report should be prepared for the division, and the results presented to the senior administration.

Once these initial metrics are added, MCPS should expand its analysis to incorporate higher-level performance metrics. A good example of factors behind these higher level metrics was produced by the State Technology Directors Association (SETDA) and the Metiri Group. They created the *Key Questions Driving the Common Data Elements Framework on Technology* to help assist schools with determining the type of concepts to measure to support *No Child Left Behind*.

Exhibit 8-11 details the major elements for assessing NCLB technology requirements.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of technology should consider establishing an ad hoc committee to develop the performance measures or assign to the MCPS Technology Committee recommended in **Recommendation 8-1**. This should take about two to three hours of each committee member's time.

FINDING

Grants are becoming increasing important vehicles for increasing access and usability of technology. MCPS has been fairly successful at winning grant dollars. However, there is some room for expansion given the division's needs and the continued availability of grant dollars for educational technology. Currently, the director of technology identifies, coordinates, and administers all technology-related grants for MCPS.

Exhibit 8-12 summarizes the major technology- related grants. Three major categories are represented (federal, state, and consortium-based). However, foundation and corporate grants are not present. In addition, curriculum specific grants are absent.

Exhibit 8-11
Common Data Elements for Assessing NCLB Technology Requirements

A. Student Impact

1. Is student academic achievement improving where technology is being used effectively? [In what academic areas? At what grade levels? For which student populations?]

2. Are students acquiring 21st century skills where technology is being used effectively? [In what academic areas? At what grade levels? For which student populations?]

3. Are students more engaged in learning where technology is being used effectively? [In what academic areas? At what grade levels? For which student populations?]

4. Are students demonstrating proficiency in technological literacy (e.g. performance reviews, assessment of student products, observations)?

B. Conditions Essential to Effective Uses of Technology

Condition 1: Effective Practice in Teaching and Learning with Technology

1. How and with what frequency are students using technology to advance academic achievement? Is this usage based on theory, research and best practices?

2. Are teachers/schools adopting technology uses systematically?

3. Are schools measuring student gains in technological literacy (esp. in 8th grade) and the impacts on student achievement as a result of technology use? If so, are there measured gains in either due to effective use of technology? How are best practices with technology identified and shared?

4. Are teachers employing classroom management systems in which students access and use technology efficiently, with high degrees of self-direction?

5. How are best/effective practices with technology identified and shared?

Condition 2: Educator Proficiency in Effective Practice with Technology

1. Are teachers suitably proficient and familiar with technology to strategically incorporate effective uses of technology into their classroom and professional practices? How are they acquiring such proficiencies?

2. Are teachers skilled in designing standards-based curricula that maximize the impact of technology on learning and promote the development of 21st century skills?

3. Are teachers able to use technology to support student assessment?

4. Do teachers have strategies for evaluating technology-supported student learning?

5. Do teachers use technology to informally and formally participate in professional development opportunities?

Condition 3: Robust Access, Anywhere Anytime

1. Is the equipment available in the instructional setting sufficient and appropriately placed for students and teachers?

2. Is equipment available for use by administrators and support staff?

3. Does the infrastructure have the capacity to support the school's technology needs?

4. Does access extend beyond the school day and outside the school facility for both students and teachers?

5. Are software and online services strategically deployed and sufficient to address unmet needs of learners and educators both during and beyond the school day/environment?

6. Is virtual learning strategically available and sufficient to address needs of learners and educators both during and beyond the school day/environment?

7. Does the school/district provide adequate and timely support for hardware, software, and instructional application?

8. Is technology being used to improve the efficiency and effectiveness of the system (i.e., increased access to data for decision making by all educators)?

Exhibit 8-11 (Continued)
Common Data Elements for Assessing NCLB Technology Requirements

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Condition 4: Digital Age Equity

1. Has the school/district ensured that socioeconomic status is not a barrier to readiness for the digital age?

2. Has the school/district ensured that gender is not a barrier to readiness for the digital age?

3. Has the school/district ensured that race is not a barrier to readiness for the digital age?

4. Has the school or district ensured that special needs populations have sufficient and appropriate access to technologies that will support their learning?

5. Do all students have access to a range of high-quality technology uses within the curriculum, regardless of the schools or classrooms they attend?

Condition 5: Vision, Systems Thinking, and Leadership with Technology

Vision. Is the school/district vision aligned to today's knowledge-based, digital age? Are all stakeholders committed to the vision?

Digital Age Standards and Assessment. Do student standards reflect the 21st century skills? Are curricula, instruction, and assessments aligned to these standards?

Systems Thinking. Is the school/district transforming itself into a high-performance system capable of achieving an equitable, 21st century vision? Is the system formally adopting uses of technology to become more effective, efficient, and "real-time" in communication, management, and leadership?

Culture of Validated, Research-based Innovation. Are effective, research-based uses of technology supported, encouraged, and actively developed through policies, informal actions, and easy access to technology?

Community Connections. Are there formal, technology-related structures and processes in the school/district that engage parents, community members, school faculty, and learners in meaningful exchanges, interactions, and partnerships to advance the vision?

Administrator Proficiency. Are administrators prepared to use technology effectively? Are administrators leading the school/district toward more effective uses of technology in teaching, learning, and managing?

Professional Development. Does the school/district provide comprehensive professional growth opportunities for teachers, administrators, and other staff that build their capacity to advance the vision? Is professional development and the measure of its effectiveness closely linked to student performance?

Data-Driven Decision Making and Accountability. Has the school/district established metrics and benchmarks for effective uses of technology at the student, educator, and system levels? Does the school/district collect and analyze data to track progress and correlate findings? Is decision making at all levels informed and influenced by the results of this data collection?

Comprehensive, Prioritized Funding. Does the school/district address the full cost of technology as a regular part of its budget? Is funding prioritized to promote equity across and within schools to establish high-impact, student-centered uses of technology and to provide the support systems necessary to sustain them?

Source: State Technology Directors Association (SETDA) and the Metiri Group, 2004.

Exhibit 8-12
MCPS Major Grants Related to Technology

Grant	Amount in Most Recent Year	Notes
Blue Ridge East Consortium Grant	$260,633.31	MCPS is part of a 20 school division consortium for technology-based instruction. This is year seven of the grant.
Commonwealth of Virginia – Individual Student Alternative Education Plan (ISAEP)	$15,717.00	Same funding amount has been made available since 2006.
Commonwealth of Virginia – Jobs for Virginia Graduates	$25,000.00	Funding has been available each year since 2006.
Universal Services Administrative Company – Erate	$121,258.24	Covers telecommunication and networking costs

Source: MCPS Technology Department, 2009.

RECOMMENDATION

Recommendation 8-7:

Develop a plan that includes processes for identification, response, and monitoring of grants.

The breadth of grant resources and potential opportunities necessitate an organized approach that emphasizes success. Although the director of technology has done well with her efforts to bring in additional funds, a team would enhance the reach and success of MCPS in the future. The technology committee should establish a subcommittee or team for grants that includes administrators and teachers interested in assisting MCPS with gaining additional grant funds.

The team should include five to seven faculty members who are interested in writing grants and a technology team member. The typical team should include a strong researcher, writer, editor, and coordinator. This process should be coordinated by the new coordinator of community outreach and grants. A fair division of labor will enhance the chance of continued participation and success of the team.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of technology should create the plan in coordination with the coordinator of grants. Developing the grant plan should take about 10 hours to complete since research will be required. Teachers and IT staff should be involved in developing specific grants, but their time can not be estimated.

FINDING

Sound management practices necessitate the availability of comprehensive budgetary data. Until recently, MCPS did not track technology expenditures by category or area. Basically, technology expenditures were spread throughout the budget and were not centralized in any

manner. This is the first fiscal year when data are being collected so that comparisons can be made. An approximation was calculated for this study and the results appear in **Exhibit 8-13.**

Exhibit 8-13
Estimated Technology Budget
2006-05 through 2008-09

Category	2005-06	2006-07	2007-08	2008-09
Computer Supply	$39,750.00	$158,195.00	$189,040.00	
SASI (Student Information System)	$7,064.00	$6,117.00	$31,148.00	$11,782.00
Equipment	$186,564.00	$275,988.00	$240,976.00	
Consulting Services				$12,123.00
Other Services				$4,315.00
Data and Tech Support				$163,054.00
Repair/Maintenance				$1,040.00
Service Contracts				$1,008.00
Supplies				$90,119.00
Infrastructure				$99,166.00
Non Capital Equipment				$5,192.00
Hardware				$184,192.00
Total	**$233,378.00**	**$440,300.00**	**$461,164.00**	**$571,991.00**

Source: MCPS Technology Office, 2009.

Unsurprisingly, the major expenses for past years related to new equipment, supplies or parts, and the student information system.

RECOMMENDATION

Recommendation 8-8:

Track expenditures by major technology categories to increase analysis capability.

MCPS should track instructional and administrative technology revenue sources, budgets, expenditures. Any site-based expenditure should be identified as well and incorporated into the financial analysis. The data should be linked to the goal and objective milestones of the technology plan for further analysis of return on investment of the plan.

In addition, the data should be compared to the expenditure categories to peer divisions and national benchmarks. This comparison will allow MCPS to further refine and improve its efforts to provide technology resources.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of technology should create and implement the tracking system for an estimated three hours.

FINDING

MCPS has a few policies to govern usage and a variety of procedures for support in effect. The school computer labs are regularly overseen by an assigned staff member or the teacher with his or her class. The two major board-approved technology policies are:

- Acceptable Use Policy - covers what can be accessed and acceptable terms of using school technology.

- Computer Software Copyright Compliance - prohibits illegal copying and using pirated software by students or staff. Regulations include training on compliance.

A sample of the MCPS procedures includes:

- unlocking teacher and school web sites;
- email connectivity issues;
- remote installation of various software;
- changing account passwords;
- increasing email mailbox size;
- changing server access;
- updating information in PowerSchool; and
- login to PowerTeacher.

Each one has step-by-step directions and could easily be followed by even a non-technically, trained employee.

RECOMMENDATION

Recommendation 8-9:

Develop a comprehensive procedures manual to cover each major technology operational area.

Staff has created a variety of procedures, but a central document or depository has not been created. The director of technology should assign staff the responsibility of creating a list of most needed procedures, assembling current procedures, and developing those that are needed. Once this process is complete, an electronic version of the procedures should be placed online as well.

At a minimum, technology procedures should be documented and distributed electronically for the following areas:

- software installation and license maintenance;
- equipment connectivity;
- equipment maintenance, repair, and replacement;
- virus prevention, spyware, and firewall software (basic security);
- backup requirements;

- disaster recovery activities and storage requirements;
- technical support transactions and expectations; and
- customization, reporting, and system procedures.

The creation of a technology procedures manual should be managed within the technology area and each team member should contribute within their area of responsibility. The draft document should be circulated to all technology staff for feedback and then to other users. Once completing this second round review, the document should be finalized and made available in an electronic format.

FISCAL IMPACT

The recommended manual can be developed with current resources. The director of technology will require an estimated 30-40 hours of her time to develop the comprehensive procedures manual. Other technology staff should review their specific sections of the manual; the time estimated is at about one to two hours per staff member.

FINDING

MCPS has a well-designed and cooperatively financed network infrastructure. Administrators, staff, and teachers all indicated that the current infrastructure meets their needs for Internet and email accessibility. MCPS takes care of its own facilities as well as part of the connectivity. The remainder of the connectivity is maintained by the city. Sharing infrastructure with the City of Martinsville has allowed MCPS to have 21st Century access in a cost effective manner.

MCPS has a full T 1 connection to the Internet. This T 1 line runs to the main server located in the Martinsville Middle School library. From the main building, a full T 1 line runs to each of the other five schools in MCPS. The division's service provider is Network Virginia located in Blacksburg, VA. A UNIX based server, located in the middle school, houses the division's email, filtering, and web services. A Cisco 4700 series router provides bandwidth to the middle school as well as to the remainder of the division. A proxy server is located in each of the other five schools for caching and filtering. Servers are connected to the building LAN via fully switched Fast Ethernet. Connections are made to distributed wiring closets at 100mps with 10/100 switches in the high school and middle school and traditional 10base T switches in the four other schools are provided for local connection. All libraries, labs, offices, and classrooms are connected to the Internet. MCPS maintains an Internet server with Filtering software, an email server for all teachers and administrators, and a web server for the school division web page (*www.martinsville.k12.va.us*).

Exhibit 8-14 illustrates a high level view of the current structure. Facilities and equipment were reviewed and best practice procedures are in place.

Exhibit 8-14
MCPS Network High Level Infrastructure Diagram

Martinsville City Public Schools

Embarq

Albert Harris
Elementary School
Cisco 3750 Ver 12.2
192.168.18.1 /24

Martinsville Middle School
Cisco 3800
76.7.51.1

Cisco ASA 5510
192.168.1.5 /24

Web Content
Filter Server
LightSpeed
192.168.16.150

Martinsville Middle School
Cisco 3750 Ver 12.2
192.168.16.1 /24

Clearview Early
Childhood Center
Cisco 2960 G Ver 12.2
192.168.19.10 /24

Central Office
Cisco 3560 Ver 12.2
192.168.20.1 /24

Patrick Henry
Elementary School
Cisco 2960 G Ver 12.2
192.168.17.2 /24

Martinsville High School
Cisco 3750 Ver 12.2
192.168.21.1 /24

Source: MCPS Technology Office, 2009.

COMMENDATION

Martinsville City Public Schools is commended for its network infrastructure and connectivity.

FINDING

MCPS keeps a detailed inventory of its hardware and software. The current inventory process occurs annually. All new hardware acquisitions occur after consultation with the director of technology and are typically processes by technology staff. The inventory process begins at this point. There is some variation in the software acquisition process, but most major purchases are coordinated by the director of technology as well.

COMMENDATION

Martinsville City Public Schools is commended for maintaining a best practice inventory system.

8.3   *INSTRUCTIONAL TECHNOLOGY*

While all of the 'back office' technology within a school division is critical to its efficient operation, often the most visible technology is that used in the classrooms. The requirements of *No Child Left Behind* include that students achieve technological literacy before 9th grade and that teachers effectively integrate technology into the classroom. Moreover, few would dispute the pervasive nature of technology in society and the need to adequately prepare students to be productive member of that environment.

FINDING

In many MCPS classrooms, the use of technology to enhance learning is deeply embedded. During school visits, almost every classroom visited had, at a minimum, a Smart Board and at least one Internet-accessible computer. In elementary schools, there are two or more computers per classroom. A sample of classes was randomly visited and more than 70 percent were utilizing technology in some fashion as part of instruction. Similarly, the survey results presented in **Exhibit 8-15** confirm this observation.

Exhibit 8-15
Ratio of Computers to Pupil per School

School	Enrollment	Computers	Ratio
Martinsville High School	794	268	3:01
Martinsville Middle School	503	262	2:01
Albert Harris Elementary School	600	335	2:01
Patrick Henry Elementary School	476	111	4:01
Clearview Early Childhood Center	113	24	5:01
Total	**2,486**	**1,000**	**2.5:1**

Source: MCPS Technology Office, 2009.

COMMENDATION

MCPS has achieved a high level of technology integration in most of its classrooms.

FINDING

MCPS high school students are required to take keyboarding instruction prior to graduation. Most students take the class in the 9th grade. The middle school also offers keyboarding as an elective in the 8th grade. However, by the time students take the class they have had so much exposure to computers that they have developed poor habits. As a result, they have to break bad habits before they can learn proper keyboarding skills.

Research studies have shown that students in grades 3-6 and, in some circumstances, at earlier grades, are capable of learning keyboarding skills. It would be beneficial to MCPS students for them to be taught keyboarding skills earlier than 9th grade so that they learn correct techniques instead of developing inappropriate habits.

RECOMMENDATION

Recommendation 8-10:

Offer instruction in keyboarding to students in elementary grades, before poor typing skills develop.

Labs are available for students at earlier grades. Staff estimated that more than 50 percent of students have computers at home or with a close relative. By teaching students proper keyboarding skills at the elementary level, MCPS will enable students to learn more sophisticated technology at the middle school. This action will also prevent the development of poor habits that have to be untaught.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of technology, in collaboration with the associate superintendent, should discuss the need for this course and develop materials as appropriate. It is not possible to estimate the time commitment.

FINDING

Accessibility is one of the keys to integrating technology in the classroom. MCPS, by moving forward with the proliferation of Smart Boards, selected a more cost effective route than providing more classroom-based computers. The use of a Smart Board moves activities away from specific work areas and into the center of the classroom.

Exhibit 8-15 summarizes the ratio of computers to pupils at the five MCPS school facilities.

COMMENDATION

MCPS has done an exceptional job of making Smart Board technology available in its classrooms.

8.4   *STAFF DEVELOPMENT*

Training in the use of technology is the most critical factor in determining if technology is used effectively or even used at all. Administrative and instructional staff must be able to effectively use the technology available to them. Training must be ongoing; the technology environment is continuously evolving, and divisions must keep pace with the evolution.

The ISTE Technology Support Index identifies exemplary divisions as having these staff development practices:

- A comprehensive staff development program is in place that impacts all staff. The program is progressive in nature and balances incentive, accountability, and diverse learning opportunities.

- Online training opportunities are provided for staff both on-site and remotely, and represent a diversity of skill sets.

- Expectations for all staff are clearly articulated and are broad in scope. Performance expectations are built into work functions and are part of the organizational culture.

- Technical staff receives ample training as a normal part of their employment, including training towards certification.

- Basic troubleshooting is built into the professional development program, and is used as a first line of defense in conjunction with technical support.

FINDING

Exhibit 8-16 compares the survey responses related to technical training. As can be seen, MCPS administrators and teachers believe that MCPS teachers receive training in technology integration, are expected to integrate technology, and know how to use computers to a higher degree than teachers in comparison divisions. In fact, the results are some of the highest we have seen in our previous work around the country.

Exhibit 8-16
Comparison of Administrators' and Teachers' Responses Related to Technical Training in MCPS and Districts/Divisions in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
Teachers receive training in how to integrate technology in the classroom.				
Central Office Administrators	100.0%	0.0%	79.7%	7.6%
Principals	92.3%	7.7%	84.0%	5.7%
Teachers	89.7%	5.1%	79.6%	14.6%
Teachers are expected to integrate technology into the classroom.				
Central Office Administrators	100.0%	0.0%	86.3%	3.2%
Principals	100.0%	0.0%	100%	0.0%
Teachers	97.1%	0.0%	90.1%	4.1%
Teachers know how to use computers in the classroom.				
Central Office Administrators	100.0%	0.0%	76.9%	8.6%
Principals	100.0%	0.0%	72.9%	18.8%
Teachers	93.7%	2.9%	79.2%	8.5%

Source: Evergreen Solutions Survey Results, 2009.

Overall, Evergreen found a fairly high level of technical ability among MCPS teachers. Most are using e-mail on a regular basis and many are integrating technology into the classroom at a high level. However, Evergreen and MCPS staff still note a variance in the abilities of administrators, teachers, and staff in effectively using technology—both inside and outside the classroom. Staff noted that, while some teachers are highly proficient, a small subset only rarely uses technology.

Staff also noted that, while some technology resources are in high demand (such as Smart Boards), others are used infrequently.

The Virginia Technology Standards for Instructional Personnel (VA TSIP) set a foundation for developing technical literacy standards within all Virginia school divisions. The VA TSIPs are shown in **Exhibit 8-17**. These standards provide broad expectations for teachers in implementing technology, but do not establish specifics for divisions to implement. For example, while one standard speaks to the use of technology in the classroom to meet the needs of diverse learners, there are no details provided as to how the specific technologies available in a division can be used to differentiate instruction within the 3rd grade classroom on a daily basis.

Several tools exist for assessing the level of teacher technical literacy. One such tool is Dr. Moersch's Levels of Technology Implementation (LoTI) Framework. The LoTI Framework is used in a number of school districts across the country, and it focuses on the use of technology "as a tool within the context of student based instructions with a constant emphasis on higher order thinking."

The LoTI Framework provides district administrators with an analysis of the current professional development needs of their teachers. Outlined in **Exhibit 8-18**, the framework has been validated and is aligned with several state frameworks, as well as the national framework from ISTE.

The developers of LoTI conducted a nationwide survey of a sample of nearly 45,000 teachers in 2005-06, assessing their classroom technical proficiency with the framework. They found this distribution:

- Level 0 - eight percent
- Level 1 - 18 percent
- Level 2 - 22 percent
- Level 3 - 23 percent
- Level 4a - 18 percent
- Level 4b - nine percent
- Level 5 - one percent
- Level 6 - less than one percent

The developers recommend a target technology level of at least Level 4b.

Some states, including Virginia, now require teachers to prove technological literacy by completing a number of professional development courses or developing a technology portfolio that demonstrates their ability to integrate technology into instruction. While these efforts are still relatively new, Evergreen's observations thus far in several school divisions indicate that such top-down, state-level efforts are not as successful as hoped. Instead, divisions where teachers are highly literate with technology and seamlessly integrate technology into instruction for enrichment, remediation, and differentiation often have one common characteristic—they are led by administrators who embrace technology and expect teachers to use it. For that reason, the technological competency of administrators and staff is also important, beyond the obvious efficiencies that can be gained from highly automated, online administrative processes in a school division central office.

Exhibit 8-17
Virginia Technology Standards for Instructional Personnel

Standard	Sample Enablers	Justification
Demonstrate effective use of a computer system and utilize computer software.	• Use a variety of computer system input/output devices and peripherals • Store, organize, and retrieve software programs and data files on a variety of storage devices • Use different types of software programs including instructional, productivity, application tools, and courseware • Troubleshoot general hardware and software problems	It is expected that by the year 2000, all classrooms in Virginia schools will have computers for teacher and student use. In the "information age," the need to operate a computer and utilize basic software should be as much a part of the daily routine for instructional personnel as it is for most of the business world.
Apply knowledge of terms associated with educational computing and technology.	• Apply functional knowledge of basic computer components, e.g., operating, application, and utility software; permanent and removable storage (main memory, hard drive, and optical or magnetic disc); monitor; scanner and digital camera; matrix, inkjet, and laser printers • Apply functional knowledge of various technology tools, e.g., video records and players, optical disc players, computer presentation devices, multimedia computer work station	Educators need a common vocabulary and a functional understanding of educational technologies.
Apply computer productivity tools for professional use.	• Use software tools to assist with classroom administrative tasks; use software tools to design, customize, or individualize instructional materials • Use software to enhance communication with students, parents, and community Use telecommunications software to collaborate and find resource materials	The use of basic productivity software to aid with student records, correspondence, management, and instructional materials development can be effective and time efficient. Educators should be able to model how technology can be used to enhance learning and job performance.
Use electronic technologies to access and exchange information.	• Use local and worldwide telecommunications • Use search strategies to retrieve electronic information	An understanding of how to search for, organize, and present information using modem media is becoming a common workplace and learning skill. State and national technology initiatives are moving toward local area networks for all schools. These networks are connected to state, national, and international networks. Educators must know how to access networks and to exchange and/or retrieve information for both teaching and professional development.

Exhibit 8-17 (Continued)
Virginia Technology Standards for Instructional Personnel

Standard	Sample Enablers	Justification
Identify, locate, evaluate, and use appropriate instructional technology-based resources (hardware and software) to support Virginia's Standards of Learning and other instructional objectives.	• Understand types, characteristics, sources, and use of effective instructional software and other technology-based learning resources • Use tools of technology including, but not limited to, computers, modems, networks, printers, large group presentation devices, scanners, digital cameras, camcorders, video cassette recorders, optical disc players, etc.	Educators need to utilize effectively all available resources, both traditional and technology-based, and be able to use these resources to assist students in achieving the Standards of Learning.
Use educational technologies for data collection, information management, problem solving, decision making, communications, and presentation within the curriculum.	• Incorporate word processing, spreadsheet, or database software in instruction • Incorporate telecommunications as a component of instruction; and use a presentation and/or authoring program to present a lesson or develop instructional materials	Many modern jobs require the skills that are mentioned in this standard. Students will need learning experiences that help them become life-long learners with the ability to function in these areas, regardless of their eventual work or educational environment. Therefore, teachers must develop and model skills in the use of technology in order to offer students appropriate learning experiences.
Plan and implement lessons and strategies that integrate technology to meet the diverse needs of learners in a variety of educational settings.	• Utilize technology to facilitate assessment and student-centered instruction as determined by the discipline and/or grade level taught • Use multimedia, hypermedia, and telecommunications software to support individual and/or small group instruction; as teaching assignments dictate, utilize and/or understand resources available concerning adaptive technology • Use technology effectively in various educational settings, e.g., one computer in a classroom, class-size computer lab, computers in classroom clusters or mini labs, multimedia computer work stations, integrated learning systems (ELS) • Effectively utilize an automated library media center	Educators strive to be responsive to the individual needs and learning styles of a diverse group of students. Technology-based resources can be used to meet these diverse needs in a variety of classroom and laboratory settings.
Demonstrate knowledge of ethical and legal issues relating to the use of technology.	• Abide by copyright laws • Practice responsible uses of technology	Educators using instructional technology serve as models for students. They must have a basic understanding of the complex issues regarding the legal and ethical uses of technology.

Source: Commonwealth of Virginia House Bill 1848, 2006.

Exhibit 8-18
LoTI Framework for Assessing Teacher Technical Proficiency

Level	Description
Level 0 **Non-use**	A perceived lack of access to technology-based tools or a lack of time to pursue electronic technology implementation. Existing technology is predominately text-based.
Level 1 **Awareness**	The use of computers is generally one step removed from the classroom teacher (e.g., integrated learning system labs, special computer-based pull-out programs, computer literacy classes). Computer-based applications have little or no relevance to the individual teacher's operational curriculum.
Level 2 **Exploration**	Technology-based tools generally serve as a supplement to the existing instructional program. The electronic technology is employed either as extension activities or as enrichment exercises to the instructional program and generally reinforce lower cognitive skill development (e.g., knowledge, comprehension, application).
Level 3 **Infusion**	Technology-based tools including databases, spreadsheet, and graphing packages, multimedia and desktop publishing applications, and Internet use augment selected instructional events (e.g., science kit experiment using spreadsheets/graphs to analyze results, telecommunications activity involving data sharing among schools). Emphasis is placed on higher levels of cognitive processing (e.g., analysis, synthesis, evaluation).
Level 4a **Integration** **(Mechanical)**	Technology-based tools are integrated in a mechanical manner that provides rich context for students' understanding of the pertinent concepts, themes, and processes. Heavy reliance is placed on prepackaged materials and outside interventions that aid the teacher in the daily operation of their instructional curriculum. Technology is perceived as a tool to identify and solve authentic problems perceived by the students as relating to an overall theme/concept. Emphasis is placed on student action and issues resolution that require higher levels of student cognitive processing.
Level 4b **Integration (Routine)**	Teachers can readily create Level 4 (Integrated Units) with little intervention from outside resources. Technology-based tools are easily integrated in a routine manner that provides rich context for students' understanding of the pertinent concepts, themes, and processes. Technology is perceived as a tool to identify and solve authentic problems relating to an overall theme/concept.
Level 5 **Expansion**	Technology access is extended beyond the classroom. Classroom teachers actively elicit technology applications and networking from business enterprises, governmental agencies (e.g., contacting NASA to establish a link to an orbiting space shuttle via Internet), research institutions, and universities to expand student experiences directed at problem-solving, issues resolution, and student involvement surrounding a major theme/concept.
Level 6 **Refinement**	Technology is perceived as a process, product, and tool toward students solving authentic problems related to an identified "real-world" problem or issue. Technology, in this context, provides a seamless medium for information queries, problem-solving, and/or product development. Students have ready access to and a complete understanding of a vast array of technology-based tools to accomplish any particular task.

Source: www.loticonnection.com, 2006.

MCPS has an administration that embraces technology, has ensured that the division has caught up in the last few years, and is well positioned to move into the forefront in the future.

COMMENDATION

Martinsville City Public Schools is recognized for ensuring that teachers have appropriate technical capabilities.

CHAPTER 9:
FOOD SERVICE

FOOD SERVICE

This chapter reviews staffing and organization related to the food service program in Martinsville City Public Schools (MCPS) and includes four major sections:

  9.1 Policies and Procedures
  9.2 Organization and Management
  9.3 Student Meal Participation
  9.4 Financial Performance

School meal programs began when the Child Nutrition Act of 1946 authorized the National School Lunch Program to "safeguard the health and well-being of the nation's children." The program, administered by the U.S. Department of Agriculture (USDA), is open to all public and nonprofit private schools and all residential childcare institutions. MCPS participates in the National School Lunch Program (NSLP) and the School Breakfast Program (SBP), created by Congress in 1975, and the USDA Donated Food (Commodity) Program. School divisions that participate in these federal programs receive cash subsidies and donated commodities from USDA for each eligible meal they serve. In return, the division must serve its students meals that meet federal guidelines for nutritional value and offer free or reduced price meals to eligible students.

MCPS, like other divisions participating in the federal feeding programs, receives federal support in the form of a cash reimbursement for each meal served, depending on the economic status of the student. The poorest students qualify for free lunches, while others qualify for reduced price lunches. All meals served according to federal guidelines receive some level of reimbursement, including those served to students who pay full price.

The 2007-08 and 2008-09 federal reimbursement rates for breakfast and lunch are shown in **Exhibit 9-1.**

Exhibit 9-1
National School Breakfast and Lunch Reimbursement Rates
2007-08 and 2008-09 School Years

Program	Severe Need Breakfast		Breakfast		Lunch	
	2007-08	2008-09	2007-08	2008-09	2007-08	2008-09
Free Meal	1.6100	1.6800	1.5900	1.6600	2.4900	2.5900
Reduced Price Meal	1.3100	1.3800	1.3100	1.3800	2.0900	2.1900
Paid Meal	.2400	.2500	.2400	.2500	.2600	.2600

Source: http://www.fns.usda.gov, 2009.

Evergreen's survey included several questions related to the food service operation. The survey was completed by MCPS administrators (both central office and school-based) and teachers. The results are shown in **Exhibits 9-2** and **9-3**. The MCPS responses are compared to responses provided by administrators and teachers in other school divisions where Evergreen has collected

data. As can be seen, MCPS administrators were generally more positive regarding food service operations than teachers and administrators in other school divisions.

Exhibit 9-2
Comparison of Administrators and Teachers Responses Related to Food Service in Martinsville City Public Schools and Divisions in Evergreen's Survey Database

Survey Statement/ Respondent Group	Martinsville City Public Schools		Comparison Districts in Evergreen's Survey Database	
	Strongly Agree/Agree	Strongly Disagree/Disagree	Strongly Agree/Agree	Strongly Disagree/Disagree
The School Nutrition Services Department provides nutritious and appealing meals and snacks.				
Central Office Administrators	70.0%	10.0%	54.1%	18.5%
Principals	84.6%	15.4%	54.1%	18.5%
Teachers	60.6%	22.9%	40.6%	34.6%
Vending machines are not available to students during lunch period.				
Central Office Administrators	60.0%	10.0%	72.7%	12.2%
Principals	84.6%	15.4%	72.7%	12.2%
Teachers	66.9%	10.9%	64.0%	18.8%
Snacks and drinks available through the vending machines are nutritious.				
Central Office Administrators	50.0%	0.0%	41.0%	29.0%
Principals	30.8%	30.8%	41.0%	29.0%
Teachers	19.7%	20.2%	25.1%	34.2%
Bus riders get to school with enough time to eat breakfast.				
Central Office Administrators	80.0%	10.0%	n/a*	n/a
Principals	92.3%	7.7%	n/a	n/a
Teachers	75.4%	6.9%	n/a	n/a
Cafeterias are calm environments in which to eat.				
Central Office Administrators	66.7%	22.2%	86.2%	9.8%
Principals	84.6%	15.4%	86.2%	9.8%
Teachers	35.4%	47.4%	38.1%	36.9%
Students spend too long waiting in line to get their lunch.				
Central Office Administrators	30.0%	30.0%	n/a	n/a
Principals	23.1%	76.9%	n/a	n/a
Teachers	41.1%	34.9%	n/a	n/a
Many students bring their lunch from home every day.				
Central Office Administrators	10.0%	40.0%	n/a	n/a
Principals	15.38%	76.92%	n/a	n/a
Teachers	27.70%	61.30%	n/a	n/a

Source: Evergreen Solutions Survey Results, 2009.
*Evergreen's survey database does not include these items.

Exhibit 9-3
Comparison of Administrators and Teachers Responses Related to Food Service Overall Operations in Martinsville City Public Schools and Divisions in Evergreen's Survey Database

Respondent Group	MCPS Teachers and Administrators		Teachers and Administrators in Evergreen's Survey Database	
	Needs Major or Some Improvement	Adequate or Outstanding	Needs Major or Some Improvement	Adequate or Outstanding
Central Office Administrators	10.00%	90.00%	30.50%	48.70%
Principals	15.38%	76.92%	30.50%	48.70%
Teachers	27.70%	61.30%	24.10%	27.20%

Source: Evergreen Solutions Survey Results, 2009.

CHAPTER SUMMARY

The MCPS Student Nutrition Services Department is running a commendable program in many areas, including:

- improving student wellness through its board-adopted wellness policy;

- encouraging adult meal participation, providing students with greater supervision during the lunch period, and serving as positive role models for healthy eating habits;

- providing cafeteria managers and staff with important HACCP (Hazard Analysis and Critical Control Point) training;

- regularly assessing its own productivity;

- serving lunch meals that appeal to students, as shown in its high participation rates; and

- operating an excellent free and reduced price meal program for students.

Evergreen's recommendations for further improvement of this efficient and effective program were:

- evaluate the MCPS food service program performance relative to selected indicators each month and year;

- establish goals and programs to improve student breakfast participation, particularly in the middle and high schools;

- develop job descriptions for each position in the food service program;

- eliminate using the title 'food service custodian' for staff;

- establish hiring procedures for food service positions that are consistent with all other division personnel;

- explore cooperative purchasing with other divisions and local agencies; and

- utilize a federally approved indirect cost rate to recover joint-use costs, such as maintenance, custodial, accounting and utilities.

9.1 POLICIES AND PROCEDURES

The development of policies and procedures constitutes the means by which a division and departments communicate expectations and ensure consistent operations across a number of locations. Effective policies and procedures that are widely understood are critical in a food service operation. Individual food service workers are responsible for making daily decisions

that directly affect the quality of food served, as well as the profitability of their food service program.

FINDING

Federal law required each school food program to establish a local school wellness policy no later than July 1, 2006. The minimum requirements for this policy are shown in **Exhibit 9-4.** MCPS has adopted a wellness policy and is taking steps to support healthy student habits.

Exhibit 9-4
Federal Requirements for a Local Wellness Policy

At a minimum, the policy must:
(1) Include goals for nutrition education, physical activity, and other school-based activities that are designed to promote student wellness in a manner that the local educational agency determines is appropriate.
(2) Include nutrition guidelines selected by the local educational agency for all foods available on each school campus under the local educational agency during the school day with the objectives of promoting student health and reducing childhood obesity;.
(3) Provide an assurance that guidelines for reimbursable school meals shall not be less restrictive than regulations and guidance issued by the Secretary of Agriculture.
(4) Establish a plan for measuring implementation of the local wellness policy, including designation of one or more persons within the local educational agency or at each school, as appropriate, charged with operational responsibility for ensuring that the school meets the local wellness policy.
(5) Involve parents, students, representatives of the school food authority, the school board, school administrators, and the public in the development of the school wellness policy.

Source: Public Law 108-265, Section 2009.

In its wellness policy, the MCPS School Board, "recognizes the link between student health and learning and desires to provide a comprehensive program promoting healthy eating and physical activity in division students." The policy then establishes numerous goals in the areas of:

- nutrition education;
- physical activity;
- other school-based activities; and
- nutrition guidelines.

The specific nutrition guidelines in MCPS include:

- provide only low-fat and non-fat salad dressings;

- provide only two percent, one percent, and skim milk in breakfast and lunch programs;

- limit the number of high-fat, high-sugar items available as a la carte items to one per student; and

- encourage students to start each day with a healthy breakfast.

COMMENDATION

Martinsville City Public Schools is taking steps to improve student wellness through its board-adopted wellness policy.

FINDING

The MCPS School Nutrition Services Department encourages and welcomes adults into the cafeterias as guests. As a result, the dining experience for students is more pleasant and the department earns significant adult participation.

In all of the cafeterias visited, Evergreen observed that the food service staffs provided reserved space for teachers and staff to use during the lunch period. They also provided iced tea to further encourage adults to eat in the dining facility.

Because the adult tables are located in the main student dining area, students receive the benefit of additional adult supervision, as well as adults serving as positive role models for healthy eating habits. The food service department benefits from adult participation as adults pay $2.75 per meal.

Exhibit 9-5 provides the average daily participation of adults during the current school year.

Exhibit 9-5
Average Daily Participation of Adults
2009-10 School Year

School	Average Adult Meals Per Day
Clearview Early Childhood Center	17
Martinsville Middle School	20
Patrick Henry Elementary	15
Albert Harris Elementary	21
Martinsville High School	16
TOTAL	**89**

Source: MCPS School Nutrition Services Department, 2009.

COMMENDATION

The MCPS School Nutrition Services Department is encouraging adult meal participation, providing students with greater supervision during the lunch period, and having adults serve as positive role models for healthy eating habits.

FINDING

Two schools, Albert Harris Elementary and Martinsville Middle School, received food services awards as a part of Governor's Scorecard.

The Governor's Scorecard for Nutrition and Physical Activity provides an opportunity for every school in Virginia to measure itself against best practice standards. Schools can get recognition for implementing standards that are higher than minimum required by federal and state regulations by applying for the Governor's Nutrition and Physical Activity Award.

A school must accumulate at least 50 points in the nutrition section to be eligible for an award. Schools typically form a team composed of the principal, physical education teacher, school nutrition director and others.

To date, the Commonwealth of Virginia has awarded 166 awards with 18 being in Region 6.

COMMENDATION

Albert Harris Elementary School is commended for receiving a Bronze Award and Martinsville Middle School is commended for receiving a Silver Award as part of the Governor's Nutrition and Physical Activity Award.

9.2   *ORGANIZATION AND MANAGEMENT*

Sound organizational structure serves as the foundation for efficient and effective operations. A streamlined organizational structure is particularly important for school food service operations, since the largest expenses are labor and food costs.

The organization of the MCPS Food Service Department is shown in **Exhibit 9-6**. The director of the school nutrition services handles most of the menu planning, free and reduced applications, hiring of food service staff, budgeting, purchasing, and required reporting, as well as day-to-day administration.

The administrative assistant handles invoices for catering, creating brochures for the program and menus, ordering from vendors (purchases and USDA commodities), and bids and contracts. The budget specialist pays invoices for food service, but is not paid by food service. Food service managers are responsible for the food service program at each of their sites. The food service managers report directly to the school nutrition services director.

Currently, some food service staff at schools are referred to as food service custodians. This practice seems to come from the types of duties they perform, such emptying trash and operating the dish machines. There is, however, no position description on file for this title of employee. The job descriptions that are available are not recorded in the MCPS Human Resources Department and are approximately 10 years old.

In addition, personnel practices, including advertisement, interviewing and hiring, are not processed through the human resources department. As a result, the human resources department and school nutrition services department information may not be consistent. Moreover, in some cases, a substitute worker is moved into a regular position without notifying the human resources department. This may result in payment for work performed to be delayed.

Exhibit 9-6
MCPS School Nutrition Services Department
Organizational Chart
2009-10 School Year
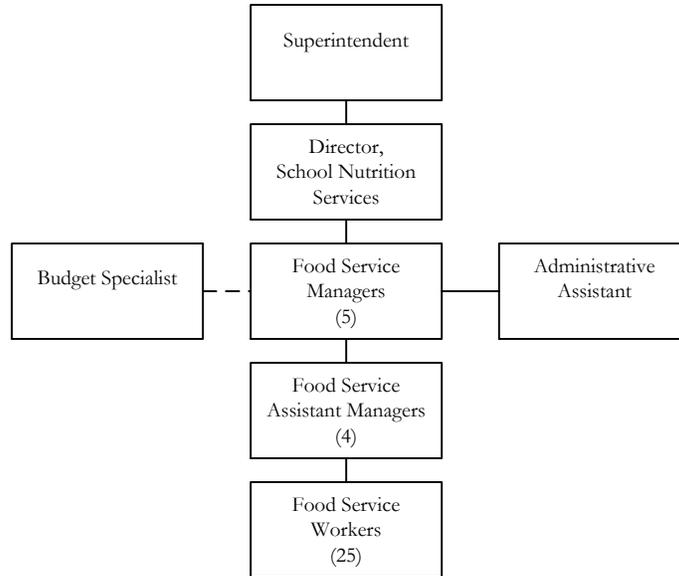
Source: MCPS School Nutrition Services Department, 2009.

RECOMMENDATION

Recommendation 9-1:

Follow MCPS hiring practices for all personnel, and develop job descriptions for all food service positions.

The MCPS School Nutrition Services Department should not be performing services delegated to the human resources department. Food service titles at the schools should include food service manager, food service assistant manager, and food service worker. The division should eliminate using the title of a food service custodian.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The director of school nutrition services needs to follow internal hiring procedures; this should take no additional hours to implement. The director of school nutrition services should develop current job descriptions which should require a total of approximately five hours to complete.

FINDING

MCPS is providing all food service staff with training opportunities in ServSafe. The ServSafe Food Safety Program was developed by the National Restaurant Association Educational Foundation (NRAEF). It is accredited by the American National Standards Institute (ANSI)-

Conference for Food Protection (CFP). Requirements vary by state, but most require that the on-site manager in a food preparation facility be ServSafe certified. Some of the elements taught in the ServSafe Program are shown in **Exhibit 9-7**.

Exhibit 9-7
Instructional Modules of the ServSafe Certification Course

Unit 1 The Sanitation Challenge	**Section 9 The Flow of Food: Service**
Section 1 Providing Safe Food	General Rules for Holding Food
The Dangers of Foodborne Illness	Serving Food Safely
Preventing Foodborne Illness	Off-Site Service
How Food Becomes Unsafe	**Section 10 Food Safety Management Systems**
The Keys to Food Safety	Prerequisite Food Safety Programs
Section 2 The Microworld	Active Managerial Control
Microbial Contaminants	Hazard Analysis Critical Control Point (HACCP)
Classifying Foodborne Illnesses	Crisis Management
Bacteria, Viruses, Parasites, Fungi	
Section 3 Contamination, Food Allergens, and	**Unit 3 Sanitary Facilities and Pest Management**
Foodborne Illness	**Section 11 Sanitary Facilities and Pest Management**
Biological Contamination	Sanitary Facilities and Equipment
Chemical Contamination	Designing a Sanitary Establishment
Physical Contamination	Materials for Interior Construction
The Deliberate Contamination of Food	Considerations for Specific Areas of Facility
Food Allergens	Sanitation Standards for Equipment
Section 4 The Safe Food Handler	Installing & Maintaining Kitchen Equipment
How Foodhandlers Can Contaminate Food	Utilities
Diseases Not Transmitted through Food	Cleaning and Sanitizing
Components of a Good Personal Hygiene Program	Cleaning Agents
Management's Role in a Personal Hygiene Program	Sanitizing
	Machine Dishwashing
Unit 2 The Flow of Food through the Operation	Cleaning and Sanitizing Equipment
Section 5 The Flow of Food: An Introduction	Cleaning and Sanitizing the Premises
Preventing Cross-Contamination	Tools for Cleaning
Time and Temperature Control	Storing Utensils, Tableware, and Equipment
Monitoring Time and Temperature	Using Hazardous Materials
Section 6 The Flow of Food: Purchasing and Receiving	Developing a Cleaning Program
General Purchasing & Receiving Principles	Integrated Pest Management (IPM)
Receiving and Inspecting Food	Denying Pests Access to the Establishment
Section 7 The Flow of Food: Storage	Denying Pests Food and Shelter
General Storage Guidelines	Identifying Pests
Refrigerated Storage	Working with a Pest Control Operator
Frozen Storage	Using and Storing Pesticides
Dry Storage	**Section 12 Food Safety Regulation and Standards**
Storing Specific Food	Government Regulatory System for Food
Section 8 The Flow of Food: Preparation	The FDA Food Code
Thawing Food Properly	The Inspection Process
Preparing Specific Food	Self Inspection
Cooking Food	**Section 13 Employee Food Safety Training**
Storing Cooked Food	Initial and Ongoing Employee Training
Reheating Food	Delivering Training
	Training Follow Up
	Food Safety Certification

Source: www.servsafe.com, 2009.

As part of ServSafe, instruction is also provided in Hazard Analysis and Critical Control Point, or HACCP.   HACCP is a new program through the USDA and provides guidance for juice, meat, poultry, and seafood processing in order to prevent food-borne illness. All school food providers had to implement programs that complied with HACCP in 2005-06.

The key elements of a HACCP program relate to sanitation, temperature, and standard operating procedures and are shown in **Exhibit 9-8.**

Exhibit 9-8
Key Elements of a HACCP Program

Sanitation — Be sure that all of your food preparation areas are clean and sanitary, such as workers' hands, utensils, and food contact surfaces. Avoid cross contamination.

Temperature — Temperature control means keeping cold foods cold and hot foods hot. Cook to proper temperatures and hold at proper temperatures, and be sure to record those temperatures. A basic, properly calibrated food thermometer (digital or dial) is all you need to check for proper temperatures.

SOPs — SOPs can be used both for sanitation and to verify that proper temperatures are being observed, as well as other aspects of a foodservice operation.

Source: Guidance for School Food Authorities: Developing a School Food Safety Program Based on the Process Approach to HACCP Principles, USDA Food and Nutrition Service, June 2009.

All MCPS food service managers and assistant managers have been certified in ServSafe. Last summer, the division made ServSafe training available to any food service worker who wished to attend. Although workers who opted to attend were not paid, the division did pay for the direct costs of the class.

COMMENDATION

Martinsville City Public Schools is providing food service managers and staff with important training on food services safety topics.

FINDING

On a monthly basis, the director of school nutrition services and the administrative assistant develop productivity reports based on the commonly used measure of Meals Per Labor Hour (MPLH). They use the Virginia standard for developing a MPLH figure for each cafeteria.

The Commonwealth of Virginia has established a range of 14 to 20 meals per labor hour as the goal for MCPS. Productivity in some school food service operations is lower than expected.

Food service staffing is typically determined based on meal equivalents served. The Commonwealth of Virginia uses the following conversion formula to determine meal equivalents.

- count each lunch as one;

- count each two breakfasts as one; and
- count each $2.54 in a la carte sales as one.

Industry standards have also been developed for use by school food service operations for comparison purposes. These standards provide benchmarks for evaluating performance and are included in **Exhibit 9-9**.

Exhibit 9-9
Industry Staffing Guidelines for On-Site Meal Production

Number of Meal Equivalents	Conventional System	
	Low Productivity	High Productivity
Up to 100	8	10
101-150	9	11
151-200	10-11	12
201-250	12	14
251-300	13	15
301-400	14	16
401-500	14	17
501-600	15	17
601-700	16	18
701-800	17	19
801-900	18	20
901 and up	19	21

Source: Pannell-Martin, Dorothy, Cost Control for School Food Services, Third Edition, July 2009.

In order to compare the productivity (MPLH) in Martinsville City Public Schools to the industry standards, the number of daily hours worked must be determined. **Exhibit 9-10** details the hours assigned for the current school year. **Exhibit 9-11** converts meals and a la carte sales to meal equivalents and calculates the meals per labor hour for each of the schools.

Exhibit 9-10
MCPS Food Service Staffing
2009-10 School Year

School	Daily Hours Worked
Martinsville High	43.5
Martinsville Middle	39.5
Albert Harris Elementary	49.0
Patrick Henry Elementary	37.5
Clearview Early Childhood Center	18.5
TOTAL	**188.0**

Source: MCPS School Nutrition Services Department, 2009.

Exhibit 9-11
MCPS School Food Service Productivity
September 2009

School	Days Served	Lunch Served	Breakfast Served	Adult Meals Served	A La Carte Sales	A La Carte Meal Equivalents	Daily Hours Worked	Total Meal Equivalents	MPLH
Martinsville High	21	9,071	2,594	328	$6,7960.30	2,676	43.5	636.8	14.6
Martinsville Middle	21	8,374	2,626	560	$4,313.70	1,698	39.5	631.3	15.9
Albert Harris Elementary	21	11,121	7,821	616	$2,062.35	812	49.0	783.8	16.0
Patrick Henry Elementary	21	7,849	3,228	289	$2,258.60	889	37.5	506.7	13.5
Clearview Early Childhood Center	21	3,222	3,253	282	$1,32.15	52	18.5	246.7	13.3

Source: Created by Evergreen Solutions, 2009.

COMMENDATION

The MCPS School Nutrition Services Department regularly assesses its own productivity.

FINDING

The director of school nutrition services needs to develop a monthly report that is distributed to all food service managers. This monthly report needs to include the MPLH statistics and provide guidance for food service managers to find ways to improve food services operations at individual schools.

Evergreen Solutions evaluated the MPLH for September 2009. As stated previously, the goal for the Commonwealth of Virginia is 14 to 20 meals per labor hours (MPLH). Albert Harris Elementary had the highest MPLH with 16. Martinsville Middle School had 15.9 MPLH and Martinsville High School had 14.6 MPLH. These three schools are at the low end of the Commonwealth standard.

Patrick Henry Elementary School and Clearview Early Childhood Center are below standard with 13.5 and 13.3 MPLH, respectively. Patrick Henry has as many paying students as free students. Lunch boxes are more common with paying students which affects the participation. Clearview Early Childhood Center will have the most difficult time reaching a higher level of 14 MPLH because the number of students is low. They feed 72 percent of students, and it takes a minimum of three people to prepare and serve the students.

RECOMMENDATION

Recommendation 9-2:

Develop a plan for improving the productivity at schools that do not meet the target of 14 meals per labor hour.

Evergreen Solutions recommends that the director of student nutrition services monitor the MPLH at each of these schools to raise productivity.

Patrick Henry will need to reduce total hours worked or develop a plan to improve participation. Clearview Early Childhood Center should have a manager/cook position combined with two part-time employees or have a manager from another school operate the school with an assistant manager on-site.

FISCAL IMPACT

Schools should be adjusted by increasing participation except at the Clearview Early Childhood Center which should have hours cut. The following adjustments should be made by the director of school nutrition services:

- Martinsville High School should increase paying students by 19 students (19 x $1.75 x 180 = $5,985) to increase MPLH to 15;

- Martinsville Middle School should increase paying students by at least two students (2 x $1.75 x 180 = $630) to increase MPLH to 16.3;

- Albert Harris Elementary School should increase paying students by 7 students (7 x 1.50 x 180 = $189 to increase MPLH to 16.1;

- Patrick Henry Elementary School should increase paying students by 20 students (20 x $1.50 x 180 = $5,400) to increase MPLH to 14.0; and

- Clearview Early Childhood Center should reduce daily hours hours worked to 16.5 ($10.35/hr x 2 x 180 = $3,897 (MPLH = 14.9).

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Increase Productivity at Schools	$17,802	$17,802	$17,802	$17,802	$17,802

FINDING

The MCPS School Nutrition Services Department is routinely examining some measures of food service efficiency, but could be doing more.

While the department is already examining MPLH efficiency on a monthly basis, there are a number of additional measures commonly used in school food services operations. These are shown in **Exhibit 9-12**.

Developing internal performance indicators and regularly assessing operations against those indicators can provide valuable information for improving operations. Highly efficient school divisions allocate food service staffing on the basis of the meal equivalents they expect to serve. Effective programs regularly assess food service productivity compared to established staffing guidelines and adjust staffing as necessary. These programs assess the acceptance of menu items among students and seek to introduce new items on a regular basis. They continually work to improve line wait times and the overall dining experience for school division staff and students.

Exhibit 9-12
Common Food Services Performance Indicators

Performance Area	Performance Indicator
Safety	• Kitchen accidents per number of meals served • Workers' compensation claims
Staffing	• Staffing based on internally or externally established MPLH rates • Hours of training provided to cafeteria workers and managers • Labor costs as percentage of total costs • Administrative staffing costs as percentage of total costs
Cost Efficiency	• Food costs as percentage of total costs • Per meal costs
Cost Effectiveness	• Measures of student satisfaction with menu items • Number of new food items introduced • Cafeteria worker absentee rate • Annual turnover rate of cafeteria staff • Average student line wait time in minutes • Average student eating period (from tray receipt to end of allotted lunch time) • A la carte revenues

Source: Created by Evergreen Solutions, 2009.

RECOMMENDATION

Recommendation 9-3:

Evaluate the MCPS food service program performance relative to selected indicators each month and year.

Evergreen recommends that MCPS establish performance measures in meals per labor hour (MPLH), profit/loss, menu variety, and line wait times at a minimum. Then, the division should regularly assess performance against those indicators on at least a monthly basis. Such a regular review of its operations should provide the division with assurances that the program is up to standards. This action should highlight areas in need of improvement.

Given the strength of the current operation, Evergreen also recommends that the department consider pursuing recognition as a District of Excellence through the School Nutrition Association, either in 2009-10 or 2010-11. This program should provide guidance in benchmarking the MCPS food service operation and could lead to national recognition as a District of Excellence. Further details can be found at *www.schoolnutrition.org*.

FISCAL IMPACT

This recommendation can be implemented with existing resources and should serve to further strengthen fiscal stability and higher student participation in the food services program. The director of school nutrition services should take approximately 10 hours to implement this recommendation.

9.3   *STUDENT MEAL PARTICIPATION*

Student meal participation is measured based on the number of students who select a full meal for either breakfast or lunch. A full meal is governed by USDA regulations and must met requirements in portion size, selection, and number.   Because low-income students may qualify

for a free or reduced price meal, participation figures are typically measured for three groups of students: free, reduced price, and full pay.

As student meal participation provides the financial foundation of the food service operation, it is imperative that a sound point of sale system must be in place to capture these data. In addition, the point of sale system should assist the division in identify students eligible for free or reduced priced meals via the application process. The point of sale system must interface with this information so that students eligible for free or reduced priced meals are not overtly identified at the time of meal service.

FINDING

MCPS has a large number of students eligible for free or reduced priced meals. This reflects the current economic conditions in the area. In fact, the number of students eligible for free or reduced price meals is almost double the average for the entire Commonwealth. The average percentage for the Commonwealth is 34.6 percent while MCPS is at 65.4 percent. The division is comparable to other divisions of relative size. **Exhibit 9-13** displays the comparison to other peer school divisions.

MCPS has been using Café Enterprise point of sale system for the past two years. The processing of free and reduced price meal Applications is very efficient and effective. The system is also very customer friendly for students as they pass through the serving lines. It is also easy to use for food service staff in the schools.

Exhibits 9-14 and **9-15** show lunch and breakfast participant rates.

Exhibit 9-13
Student Demographics
2007-08 School Year

School Division	Total Student Population	Percent Eligible Free/Reduced Lunch*
Martinsville	**2,442**	**65.41%**
Danville	6,675	69.01%
Franklin City	1,317	66.51%
Hopewell	3,921	67.06%
Petersburg	4,782	71.82%

Source: Virginia Department of Education, 2009.

Exhibit 9-14
MCPS Lunch Participation Compared to Enrollment
as of September 2009

School	Enrollment	%Free	%Reduced	%Paid	%Participating
Martinsville High	794	38.5%	4.0%	12.0%	50.5%
Martinsville Middle	503	53.4%	7.0%	19.0%	72.5%
Albert Harris Elementary	600	77.2%	6.0%	5.0%	82.3%
Patrick Henry Elementary	476	38.2%	6.0%	34.0%	72.3%
Clearview Early Childhood Center	113	72.5%	5.0%	5.0%	77.5%

Source: MCPS School Nutrition Services Department, 2009.

Exhibit 9-15
MCPS Breakfast Participation Compared to Enrollment
as of September 2009

School	Enrollment	%Free	%Reduced	%Paid	%Participating
Martinsville High	794	14.2%	0.70%	0.70%	14.2%
Martinsville Middle	503	22.4%	2.0%	0.90%	22.4%
Albert Harris Elementary	600	56.0%	3.0%	3.0%	56.1%
Patrick Henry Elementary	476	23.3%	2.0%	7.0%	23.4%
Clearview Early Childhood Center	113	72.4%	5.0%	7.0%	72.2%

Source: MCPS School Nutrition Services Department, 2009.

MCPS typically exceeds national standards for lunch participation. Because participation rates are highly variable across the nation, depending greatly on local circumstances and management, only a few rules of thumb exist for assessing student lunch meal participation.

In 2007, one of the most widely used food services management manuals published industry standards for student lunch participation. These are compared to MCPS rates in **Exhibit 9-16** for the month of September 2009. As can be seen, MCPS exceeds these rates at every school. In comparing these recent rates with those for the 2009-10 school year, Evergreen found the figures to be similar; MCPS is managing sustained high participation percentages.

Exhibit 9-16
Industry Standard and MCPS Lunch Participation Percentages
September 2009

School	Industry Standard	MCPS Data for September 2009
Albert Harris Elementary	70%	82.3%
Patrick Henry Elementary	70%	72.3%
Clearview Early Childhood Center	70%	77.5%
Martinsville Middle School	60%	72.5%
Martinsville High School	50%	50.5%

Source: Created by Evergreen Solutions and Pannell-Martin, School Foodservice Management, 2007.

COMMENDATION

The MCPS Food Service Program is commended for the high level of lunch participation in all schools.

FINDING

MCPS is providing school breakfast to a large number of students, especially in the elementary schools. The division has been able to achieve this through the practice of providing breakfast to students in the classroom for grades K to 3. This effort is commendable and meets the needs of students.

However, participation for breakfast at the middle school and high schools is very low. The high school participation rate is 15.7 percent and the middle school participation rate is 24.7 percent.

RECOMMENDATION

Recommendation 9-4:

Develop and implement strategies to improve participation in the breakfast program for middle and high schools.

The MCPS School Nutrition Services Department should establish monthly goals to increase student breakfast participation. The goals would include reviewing student arrival times and work with the transportation department, if necessary, to allow students optimal time to select and consume breakfast. Other recommendations include more or different choices in the breakfast menu as well as grab and go breakfast in a bag.

FISCAL IMPACT

In September 2009, Martinsville High School had 118 free and reduced price students participating in the breakfast program and Martinsville Middle School had 120 free and reduced price students participating. By establishing improvement goals, these numbers should be increased a minimum of 10 percent.

- high school – 118 free and reduced students x 10 percent new participants x $1.66 (federal reimbursement) x 180 days = $3,525.40; and

- middle school – 120 free and reduced students x 10 percent new participants x $1.66 (federal reimbursement) x 180 days = $3,585.60.

For 2011-12 the goal should be 20 percent, with 30 percent by 2013-14.

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Increase Breakfast Participation at Secondary Schools	$7,111	$14,222	$14,222	$21,333	$21,333

It should take the director of school nutrition services an estimated 30 hours to develop and implement the recommended strategies.

9.4   *FINANCIAL PERFORMANCE*

School food programs earn revenues through meal prices charged to students and adults, reimbursements from the federal government for each meal served that meets specifications, and, in some cases, through catering operations. The programs reduce their costs by participating in the Child Nutrition Commodity Program, whereby they receive food products for free.

The majority of school food revenues derive from student meal participation. Students who are financially able pay for their meals. All students who select a "full meal," whether paying full price, a reduced price, or receiving a free meal, generate reimbursement funds.

FINDING

Exhibit 9-17 compares the division meal prices for full-pay students and adults. As the exhibit shows, MCPS charges prices consistent with most of the peer divisions for breakfast and lunch meals. MCPS increased its prices for the 2009-10 school year— all the prices were increased by $0.25. The price increased for breakfast in the middle and high school, as well as adults. Prices for these same categories were also increased for lunch.

Exhibit 9-17
Division Meal Prices (full-pay students and adults)
2007-08 School Year

	Martinsville	Danville	Franklin City	Hopewell	Petersburg	Peer Division Average
Breakfast						
Elementary	**$1.00**	$0.75	$1.25	$1.00	N/A	$1.00
Middle	**$1.00**	$0.75	$1.50	$1.00	N/A	$1.06
High School	**$1.00**	$0.75	$1.50	$1.00	N/A	$1.06
Adult	**$1.50**	$1.10	$2.00	N/A	N/A	$1.53
Lunch						
Elementary	**$1.50**	$1.35	$1.75	$1.50	N/A	$1.53
Middle	**$1.50**	$1.45	$2.00	$1.50	N/A	$1.51
High School	**$1.50**	$1.45	$2.00	$1.50	N/A	$1.51
Adult	**$2.50**	$2.50	$3.00	N/A	N/A	$2.67

Source: Virginia Department of Education, 2009.

Exhibit 9-18 compares the food services distributions for MCPS and the peer divisions. As shown, the division, at $483 per student, was slightly higher than the peer average of $477.

Exhibit 9-18
Food Services Distributions
Fiscal Year 2008

School Division	Food Services	Per Pupil Cost
Martinsville	**$1,166,654**	$483
Danville	$3,256,578	$502
Franklin City	$585,253	$462
Hopewell	$1,890,047	$487
Petersburg	$2,068,209	$450
Peer Division Average	**$1,793,348**	**$477**

Source: Virginia Department of Education, 2009.

As shown in **Exhibit 9-18**, the distributions for MCPS exceeds the peer average. The division could implement additional cost cutting measures to reduce the ratio of per pupil costs. One area that could be addressed is in the area of improving purchasing practices. While not yet part of a purchasing cooperative, the director of school nutrition services has begun exploring this option as a way to reduce food costs. The division is seeking to enter into some form of joint purchasing with other divisions.

RECOMMENDATION

Recommendation 9-5:

Establish a cooperative purchasing program to reduce food and supply costs.

The costs of food and supply purchases should be reduced by purchasing in cooperation with other divisions and appropriate local agencies. The cost reductions will improve the overall financial condition of the food service program.

FISCAL IMPACT

The director of school nutrition services should contact other divisions and local agencies to develop the recommended cooperative program. It is estimated that 20 hours of her time would be required.

This cost savings is estimated at a very conservative five percent.   The cost of food in the 2008-09 school year was $546,135 ($546,135 x 5 percent = $27,307).

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Establish Purchasing Cooperative	$27,307	$27,307	$27,307	$27,307	$27,307

FINDING

In most divisions, food service programs are expected to support all of the operating expenditures through these revenue sources. In some divisions, food service programs also support all of their capital (non-building) and overhead expenditures as well. Food service funds may maintain a balance of up to three months of their operating expenses, with some exceptions.

Financial records for the MCPS School Nutrition Services Department did not show any reimbursement to the division for administrative costs, including items such as financial assistance (budget specialist position), maintenance, custodial services, utilities and similar costs.

These types of administrative costs may be allocated based on the use of an indirect cost rate (percentage) or a proration for each expenditure. The development and implementation of an indirect rate is generally pre-approved by the Commonwealth of Virginia Department of Education and the United States Department of Agriculture. The current rate for the Commonwealth of Virginia is two percent. The rate may be applied to specific food service costs to calculate the maximum costs that can be recovered.

RECOMMENDATION

Recommendation 9-6:

Recover administrative costs using the approved federal indirect cost rate.

FISCAL IMPACT

Utilizing an indirect cost rate two percent will reduce the food service fund balance and provide additional funds to the division's general fund to offset the costs of the administrative expenditures.

This was calculated by taking total expenditures ($1,269,578) minus food costs and capital outlay = $748,784 ($748,784 x 2% = $14,116).

Recommendation	2010-11	2011-12	2012-13	2013-14	2014-15
Apply Indirect Costs of Two Percent	$14,116	$14,116	$14,116	$14,116	$14,116

The executive director of finance and development and the director of school nutrition services should develop the strategy to recover administrative costs. Both directors should take no more than one hour to implement this recommendation.

FINDING

The MCPS Student Nutrition Services Program is adhering to best practices in financial control. Revenue has exceeded the expenditures.

Exhibit 9-19 compares the revenues and expenditures for the past two years. As the exhibit shows, in 2007-08 and 2008-09, total revenues increased by 8.9 percent, while total expenditures increased by 13.6 percent.

One widely used source of food service operational standards may be found in the 2007 edition of Cost *Control for School Foodservices, Fourth Edition.* **Exhibit 9-20** shows some of the financial standards provided in that text. Based on these standards, a division's food service labor costs, including fringe benefits, should not exceed 40 percent of total revenues; this is similar for food costs. Administrative costs should not exceed seven percent.

Exhibit 9-20 also compares the MCPS percentages with the operational standards of the previous exhibit. The division's administrative costs should be below or equal to the industry standard of seven percent. Likewise, the division's food costs are generally under the industry standard of 40 percent. The division's labor costs are lower than the industry standard of 40 percent. All MCPS food service workers are not considered full-time and do not all receive benefits.

Food service operations within school divisions are generally expected to operate at a profit level that covers all of their costs, including both school-based and central office costs. An accepted industry standard is for food service operations to maintain a profit margin equal to three or four percent of revenues. For smaller school divisions, such as MCPS, maintaining a profit margin of one to two percent would be a realistic goal. MCPS had a profit margin of eight percent for the 2008-09 year.

Exhibit 9-19
MCPS Food Services Financial Performance
2007-08 and 2008-09

Category	2007-08	2008-09	Percent Change
Revenues			
School Lunch, Breakfast, Special Milk, and Summer School Lunch/Breakfast Program Sales	$465,615.00	$154,789.31	n/a
A La Carte and Adult Meal Sales	$0.00	$175,997.84	n/a
Rebates	$0.00	$5,200.81	n/a
Other Revenues – Catering	$0.00	$154,616.10	n/a
Subtotal of Local Revenues (subtotal needed to differences in data report**s**)	**$465,615.00**	**490,604.06$**	**5.37%**
Interest Earned	$8,647.00	$3,279.50	(1.64%)
Other Revenues - A La Carte (only) Schools	$0.00	$0.00	n/a
Other Revenues – Miscellaneous	$0.00	$0.00	n/a
Program Reimbursements (Federal Funds)	$750,195.00	$865,450.20	15.4%
State Funds	$20,895.00	$22,931.58	9.7%
Grants	$0.00	$0.00	n/a
Cash in Lieu of USDA Commodities	$0.00	$0.00	n/a
Total Revenues	**$1,245,352.00**	**$1,382,265.34**	**8.89%**
Expenditures			
Personal Services	$445,054.80	$486,306.19	9.27%
Employee Benefits	$125,219.00	$126,424.14	0.96%
Purchased Services	$20,879.33	$22,044.720	5.58%
Internal Services	$0.00	$0.00	n/a
Other Charges	$9,519.22	$8,288.75	(12.9)
Materials and Supplies	$58,205.80	$59,836.25	2.80%
Food Products	$453,877.72	$546,135.37	(20.33)
Capital Outlay	$4,625.00	$17,642.35	281.44%
Other Use of Funds	$0.00	$2,900.26	n/a
Fund Transfer	$0.00	$0.00	n/a
Loan Repayment	$0.00	$0.00	n/a
Total Expenditures	**$1,117,389.87**	**$1,269,578.03**	**13.6%**
Revenues – Expenditures	**$152,188.16**	**$112,687.31**	**n/a**

Source: Martinsville City Public Schools, SNP-14, Financial Report – School Nutrition Programs, 2008 and 2009.

Exhibit 9-20
Food Services Financial Performance Standards
2008-09 School Year

Category	Expenditures	Percent of Revenue	Percent of Revenue Standard
School Labor Including Fringe Benefits	$421,935	30.52%	40%
Food Cost as Percent of Revenue	$546,135	39.5%	40%
Administrative Cost (Central Office Salaries w/Benefits)	$190,795	13.8%	7%

Source: Created by Evergreen Solutions, 2009 and Cost Control for School Foodservices, Fourth Edition, 2007.

COMMENDATION

The MCPS Student Nutrition Services Department is operating in a fiscally prudent manner.

CHAPTER 10:
COSTS AND SAVINGS SUMMARY

COSTS AND SAVINGS SUMMARY

The Evergreen Team has developed 92 recommendations in this report. Twenty-one (21) of the recommendations have fiscal implications. **Exhibit 10-1** shows the total costs and savings for study recommendations that have a fiscal impact. As can be seen, the total net savings is over $4 million over five years for operational efficiencies in MCPS. It is important to keep in mind that the identified savings and costs are incremental and cumulative.

Exhibit 10-1
Summary of Annual Costs and Savings by Year
Over Five Years Recommendations

Cost Savings	Years					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
	2010-11	**2011-12**	**2012-13**	**2013-14**	**2014-15**		
TOTAL SAVINGS	$932,403	$971,514	$1,003,514	$1,010,625	$1,010,625	$4,928,681	$18,000
TOTAL COSTS	($220,940)	($179,440)	($179,440)	($178,940)	($178,940)	($937,700)	($600)
TOTAL NET SAVINGS	$711,463	$792,074	$824,074	$831,685	$831,685	$3,990,981	$17,400
TOTAL FIVE-YEAR NET SAVINGS AND ONE-TIME SAVINGS							$4,008,381

Exhibit 10-2 shows costs and savings by chapter for recommendations in Chapters 2 through 9. Some of these savings will have an immediate direct impact (e.g., deletion of a position), whereas others are estimated projections (e.g., energy education program; joint purchasing initiatives).

There are about 71 additional recommendations in this report that do not have a fiscal impact. These recommendations are included in Chapters 2 through 9 of the full report.

It should be noted that Martinsville is going to be reduced in funding somewhere between $1.9 and $2.5 million by the Commonwealth of Virginia and most likely local revenue will be reduced by the City of Martinsville for FY 2011. This will have a detrimental impact on MCPS operations and mission. Since the school division is already operating at very cost efficient and effective levels, the savings contained in this report will provide only a small portion of revenue to compensate for these projected state and local cuts.

Exhibit 10-2
Summary of Annual Costs and Savings by Year

| Chapter/Recommendation | Estimated (Cost)/Savings | | | | | Total 5-Year (Costs) or Savings | One-Time (Costs) or Savings |
	2010-11	2011-12	2012-13	2013-14	2014-15		
CHAPTER 2: DIVISION ADMINISTRATION							
2-9 Eliminate Four Assistant Principal/Dean Positions	$319,800	$319,800	$319,800	$319,800	$319,800	$1,599,000	
Chapter 2 Subtotal (Cost)/Savings	**$319,800**	**$319,800**	**$319,800**	**$319,800**	**$319,800**	**$1,599,000**	**$0**
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES MANAGEMENT							
3-1 Provide Human Resources Training	($2,500)	($1,000)	($1,000)	($500)	($500)	($5,500)	
Chapter 3 Subtotal (Cost)/Savings	**($2,500)**	**($1,000)**	**($1,000)**	**($500)**	**($500)**	**($5,500)**	**$0**
CHAPTER 4: FINANCIAL MANAGEMENT							
None							
Chapter 4 Subtotal (Cost)/Savings	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
CHAPTER 5: EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT							
5-1 Add Two Coordinators	($137,940)	($137,940)	($137,940)	($137,940)	($137,940)	($689,700)	
5-2 Delete Five Teacher Aides	$104,000	$104,000	$104,000	$104,000	$104,000	$520,000	
5-3 Reduce One Elementary Guidance Counselor	$58,315	$58,315	$58,315	$58,315	$58,315	$291,575	
5-9 Hire Speech and Language Therapist	$53,200	$53,200	$53,200	$53,200	$53,200	$266,000	
Chapter 5 Subtotal (Cost)/Savings	**$77,575**	**$77,575**	**$77,575**	**$77,575**	**$77,575**	**$387,875**	**$0**
CHAPTER 6: FACILITIES USE AND MANAGEMENT							
6-4 Prepare and Update a Five-Year Facilities Master Plan	($80,000)	($40,000)	($40,000)	($40,000)	($40,000)	($240,000)	
6-6 Implement Facilities- Use Policy	$5,600	$5,600	$5,600	$5,600	$5,600	$28,000	
6-8 Conduct SchoolDude Training	$0	$0	$0	$0	$0	$0	($600)
6-10 Initiate Joint Purchasing of Custodial Supplies	$8,000	$8,000	$8,000	$8,000	$8,000	$40,000	
6-12 Implement Energy Education Program	$32,000	$64,000	$96,000	$96,000	$96,000	$384,000	
Chapter 6 Subtotal (Cost)/Savings	**($34,400)**	**$37,600**	**$69,600**	**$69,600**	**$69,600**	**$212,000**	**($600)**

Exhibit 10-2
Summary of Annual Costs and Savings by Year

Chapter/Recommendation		Estimated (Cost)/Savings					Total 5-Year (Costs) or Savings	One-Time (Costs) or Savings
		2010-11	2011-12	2012-13	2013-14	2014-15		
CHAPTER 7: TRANSPORTATION								
7-3	Create a 12-month Lead Bus Driver	$6,963	$6,963	$6,963	$6,963	$6,963	$34,815	
7-4	Improve Transportation Employee Recognition	($500)	($500)	($500)	($500)	($500)	($2,500)	
7-8	Sell Four Excess Buses, Eliminate Maintenance and Operations for Four Buses, and Eliminate Four Bus Drivers	$126,052	$126,052	$126,052	$126,052	$126,052	$630,260	$6,000
7-9	Establish a 15-Year Bus Replacement Cycle	$116,000	$116,000	$116,000	$116,000	$116,000	$580,000	
7-10	Sell Five Excess Buses And Eliminate Five Bus Driver Positions	$36,137	$36,137	$36,137	$36,137	$36,137	$180,685	$7,500
7-11	Sell Three Spare Buses	$0	$0	$0	$0	$0	$0	$4,500
Chapter 7 Subtotal (Cost)/Savings		**$284,652**	**$284,652**	**$284,652**	**$284,652**	**$284,652**	**$1,423,260**	**$18,000**
CHAPTER 8: TECHNOLOGY MANAGEMENT								
None								
Chapter 8 Subtotal (Cost)/Savings		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
CHAPTER 9: FOOD SERVICE								
9-2	Increase Productivity at Schools	$17,802	$17,802	$17,802	$17,802	$17,802	$89,010	
9-4	Increase Breakfast Participation at Secondary Schools	$7,111	$14,222	$14,222	$21,333	$21,333	$78,221	
9-5	Establish Purchasing Cooperative	$27,307	$27,307	$27,307	$27,307	$27,307	$136,535	
9-6	Apply Indirect Costs of Two Percent	$14,116	$14,116	$14,116	$14,116	$14,116	$70,580	
Chapter 9 Subtotal (Cost)/Savings		**$66,336**	**$73,447**	**$73,447**	**$80,558**	**$80,558**	**$374,346**	**$0**
TOTAL SAVINGS		**$932,403**	**$971,514**	**$1,003,514**	**$1,010,625**	**$1,010,625**	**$4,928,681**	**$18,000**
TOTAL COSTS		**($220,940)**	**($179,440)**	**($179,440)**	**($178,940)**	**($178,940)**	**($937,700)**	**($600)**
TOTAL NET SAVINGS		**$711,463**	**$792,074**	**$824,074**	**$831,685**	**$831,685**	**$3,990,981**	**$17,400**
TOTAL FIVE-YEAR NET SAVINGS AND ONE-TIME SAVINGS								**$4,008,381**

APPENDIX:
SURVEY RESULTS

Martinsville City Public Schools Central Office Administrators Compared to Peers

B. DIVISION ADMINISTRATION

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
4. The division's strategic plan guides daily decision making.	100.0%	0.0%	84.2%	5.2%
5. I know how my work activities and objectives tie to the division's strategic plan.	100.0%	0.0%	93.7%	1.6%
6. School board members know and understand the educational needs of students in the school division.	100.0%	0.0%	71.0%	24.4%
7. School board members know and understand the operations of the school division.	100.0%	0.0%	69.3%	26.2%
8. The Superintendent is a respected and effective instructional leader.	90.0%	0.0%	78.8%	8.2%
9. The Superintendent is a respected and effective business manager.	90.0%	0.0%	74.6%	9.5%
10. The division administration is efficient.	90.0%	0.0%	75.0%	13.4%
11. The division administration supports the educational process.	100.0%	0.0%	79.5%	9.7%
12. School-based personnel play an important role in making decisions that affect schools in the division.	90.0%	0.0%	84.8%	7.5%
13. Principals are effective instructional leaders in their schools.	100.0%	0.0%	72.8%	17.4%
14. Principals are effective managers of the staff and teachers in their schools.	90.0%	0.0%	79.7%	12.7%
15. Most administrative practices in the school division are highly efficient and effective.	90.0%	0.0%	74.2%	13.0%
16. Administrative decisions are made promptly and decisively.	90.0%	0.0%	76.1%	13.4%
17. School division administrators are easily accessible and open to input.	90.0%	10.0%	84.4%	10.5%
18. Authority for administrative decisions is delegated to the lowest possible level.	40.0%	30.0%	51.8%	33.8%

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
19. Bottlenecks exist in many administrative processes that cause unnecessary time delays.	22.2%	66.7%	20.1%	67.0%
20. The school division has too many layers of administrators.	30.0%	70.0%	7.9%	72.6%
21. Division administrators provide quality service to schools.	90.0%	10.0%	90.1%	6.5%

c.   EDUCATION SERVICE DELIVERY

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
22. The division uses detailed classroom-level data for instructional decision-making.	100.0%	0.0%	11.8%	35.4%
23. Students find curriculum, course selections, and lessons relevant to their needs and interests.	90.0%	0.0%	29.4%	11.8%
24. The division has effective special programs for the following:				
a. Honors/Gifted and Talented Education	100.0%	0.0%	69.4%	11.7%
b. Special Education	100.0%	0.0%	69.6%	13.4%
c. Head Start and Even Start Programs	70.0%	20.0%	64.2%	4.7%
d. Advanced Placement	100.0%	0.0%	63.9%	7.1%
e. Alternative Education	70.0%	10.0%	61.4%	12.3%
f. English as Second Language (ESL)	100.0%	0.0%	54.9%	16.5%
g. Career and Vocational	90.0%	10.0%	67.4%	14.9%
h. Dropout Prevention	90.0%	0.0%	40.1%	22.8%
25. Parents are immediately notified if a child is absent from school.	80.0%	10.0%	57.4%	17.7%
26. Teacher turnover is low.	60.0%	10.0%	47.3%	31.1%
27. Educational programs are regularly and objectively evaluated.	90.0%	10.0%	67.3%	16.3%
28. Teacher openings are filled quickly.	80.0%	10.0%	62.6%	18.7%
29. Teachers are held accountable for ensuring students learn.	77.8%	11.1%	70.4%	19.0%
30. Principals are held accountable for ensuring students learn.	80.0%	0.0%	79.7%	13.3%

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	100.0%	0.0%	11.8%	58.8%
32. Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	100.0%	0.0%	17.7%	41.2%
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	90.0%	10.0%	60.6%	25.2%
34. Our schools can be described as "good places to learn."	100.0%	0.0%	80.8%	8.6%
35. NCLB has been effectively implemented in our school division.	80.0%	0.0%	80.2%	8.1%

D. HUMAN RESOURCES

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
36. Salary levels in the school division are competitive.	60.0%	30.0%	31.7%	51.2%
37. My salary level is adequate for my level of work and experience.	60.0%	30.0%	39.3%	41.3%
38. Teachers who do not meet expected work standards are disciplined.	0.0%	50.0%	47.5%	32.2%
39. Staff who do not meet expected work standards are disciplined.	50.0%	30.0%	52.3%	32.5%
40. The division has a good orientation program for new employees.	80.0%	0.0%	68.9%	17.8%
41. The division accurately projects future staffing needs.	70.0%	10.0%	44.5%	33.1%
42. The division has an effective employee recruitment program.	70.0%	10.0%	41.7%	23.8%
43. Division employees receive annual performance evaluations.	20.0%	70.0%	73.4%	16.0%
44. The division rewards competence and experience, and provides qualifications needed for promotion.	22.2%	55.6%	28.0%	46.9%
45. I am satisfied with my job in the school division.	90.0%	0.0%	74.4%	2.9%

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
46. I am actively looking for a job outside the school division.	10.0%	80.0%	3.6%	66.5%
47. The division has a fair and timely grievance process.	70.0%	0.0%	46.8%	18.7%
48. There are not enough high quality professional development opportunities for teachers.	10.0%	70.0%	12.6%	74.2%
49. There are not enough high quality professional development opportunities for school administrators.	20.0%	60.0%	24.5%	70.3%

E. COMMUNITY INVOLVEMENT

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
50. The division regularly communicates with parents.	88.9%	11.1%	69.0%	10.2%
51. Parents play an active role in decision-making in our schools.	77.8%	22.2%	53.0%	31.3%
52. Teachers regularly communicate with the parents of the students they teach.	77.8%	11.1%	64.9%	21.9%
53. Most parents seem to know what goes on in our schools.	77.8%	0.0%	49.1%	28.9%
54. The school division explains test results to parents.	88.9%	0.0%	52.7%	31.4%
55. Schools have plenty of volunteers to help student and school programs.	44.4%	22.2%	52.6%	26.1%
56. At least some local businesses are actively involved in supporting our schools.	100.0%	0.0%	66.7%	6.7%

F. FACILITIES USE AND MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	70.0%	20.0%	60.4%	17.0%
58. Schools are clean.	100.0%	0.0%	83.3%	11.1%

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
59. Our schools have sufficient space and facilities to support the instructional programs.	60.0%	40.0%	52.8%	38.4%
60. Schools are well-maintained.	100.0%	0.0%	78.3%	14.2%
61. Repairs are made in a timely manner.	100.0%	0.0%	58.1%	31.7%
62. Division facilities are open for community use.	100.0%	0.0%	75.8%	5.0%
63. Emergency maintenance is handled promptly.	100.0%	0.0%	75.2%	13.3%
64. The division has an effective energy management program.	60.0%	0.0%	58.5%	21.1%

G. FINANCIAL MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	80.0%	0.0%	48.6%	19.1%
66. Campus administrators are well trained in fiscal management techniques.	50.0%	0.0%	46.4%	17.1%
67. Funds are managed wisely to support education in the school division.	100.0%	0.0%	80.7%	8.4%
68. The division's financial reports are easy to understand and read.	80.0%	10.0%	41.9%	17.6%
69. Campus and program administrators have sufficient access to the financial data they need.	90.0%	0.0%	81.5%	2.8%
70. Financial reports are made available to community members when asked.	80.0%	0.0%	69.3%	2.1%

H. PURCHASING

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
71. The Purchasing Office gets me what I need when I need it.	80.0%	20.0%	63.5%	19.2%
72. The school division purchases the highest quality materials and equipment at the lowest possible cost.	70.0%	10.0%	58.1%	15.4%
73. The purchase order process is efficient and effective.	90.0%	0.0%	46.1%	20.2%

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
74. The division provides teachers and administrators an easy-to-use standard list of supplies and equipment.	30.0%	30.0%	83.6%	5.9%

I. TRANSPORTATION

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
75. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0.0%	90.0%	13.8%	58.4%
76. There are sufficient buses and drivers to meet extracurricular needs of students.	70.0%	0.0%	40.9%	50.3%
77. Buses are often broken down, disrupting services.	0.0%	100.0%	14.0%	59.2%
78. The process for requesting a field trip is efficient and effective.	80.0%	0.0%	61.5%	19.1%
79. Bus drivers effectively handle discipline issues on the buses.	30.0%	20.0%	31.1%	49.8%
80. Students do not feel safe riding school division buses.	10.0%	70.0%	14.7%	56.8%
81. Bus ride times are too long.	10.0%	70.0%	13.6%	13.6%

J. FOOD SERVICES

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
82. The Food Services Department provides nutritious and appealing meals and snacks.	70.0%	10.0%	54.1%	18.5%
83. Vending machines are not available to students during lunch periods.	60.0%	10.0%	72.7%	12.2%
84. Snacks and drinks available through the vending machines are nutritious.	50.0%	0.0%	41.0%	29.0%
85. Bus riders get to school with enough time to eat breakfast.	80.0%	10.0%	NA	NA
86. Cafeterias are calm environments in which to eat.	66.7%	22.2%	86.2%	9.8%
87. Students spend too long waiting in line to get their lunches.	30.0%	30.0%	NA	NA

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
88. Many students bring their lunch from home every day.	10.0%	40.0%	NA	NA

K.   TECHNOLOGY MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
89. Students regularly use computers.	100.0%	0.0%	88.2%	6.4%
90. Teachers receive training in how to integrate technology into the classroom.	100.0%	0.0%	79.7%	7.6%
91. Teachers are expected to integrate technology into the classroom.	100.0%	0.0%	86.3%	3.2%
92. Teachers know how to use computers in the classroom.	100.0%	0.0%	76.9%	8.6%
93. The division Web site is a useful tool.	90.0%	0.0%	84.6%	9.5%
94. I get assistance quickly when I have a computer problem.	100.0%	0.0%	88.4%	7.7%
95. The school division provides adequate instructional technology.	90.0%	0.0%	82.5%	8.1%
96. The school division provides adequate administrative technology.	100.0%	0.0%	85.0%	11.6%
97. I have adequate equipment and computer support to conduct my work.	100.0%	0.0%	92.0%	7.1%
98. Teachers and students have fast and easy access to the Internet.	100.0%	0.0%	83.6%	5.9%
99. Most administrative process (purchasing, payroll etc.) are done on-line.	60.0%	30.0%	45.4%	34.0%

L.   OVERALL OPERATIONS

Survey Questions	MCPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
a. Strategic Planning	30.0%	70.0%	58.0%	30.8%
b. Curriculum Planning	10.0%	70.0%	62.7%	26.2%
c. Facilities Planning	50.0%	40.0%	60.4%	23.5%

Survey Questions	MCPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
d. Budgeting	0.0%	90.0%	63.9%	30.5%
e. Financial Management	0.0%	90.0%	61.0%	33.5%
f. Asset Management	20.0%	70.0%	71.5%	20.8%
g. Risk Management	10.0%	80.0%	59.9%	22.7%
h. Community Relations	10.0%	80.0%	41.2%	32.6%
i. Program Evaluation	20.0%	70.0%	51.7%	24.0%
j. Instructional Coordination	20.0%	60.0%	66.1%	18.5%
k. Student Support Services	0.0%	70.0%	67.2%	16.2%
l. Federal Programs (e.g., NCLB) Coordination	0.0%	90.0%	62.7%	17.6%
m. Instructional Technology	0.0%	100.0%	58.9%	25.4%
n. Administrative Technology	10.0%	90.0%	63.4%	25.2%
o. Grants Administration	22.2%	55.6%	56.8%	26.3%
p. Personnel Recruitment	20.0%	80.0%	64.8%	23.2%
q. Personnel Selection	30.0%	70.0%	60.2%	18.0%
r. Personnel Evaluation	60.0%	40.0%	61.0%	19.2%
s. Personnel Retention	33.3%	66.7%	82.8%	8.0%
t. Professional Development	0.0%	100.0%	64.3%	25.9%
u. Safety And Security	30.0%	70.0%	59.9%	27.2%
v. Facilities Maintenance	20.0%	80.0%	55.8%	31.1%
w. Custodial Services	10.0%	90.0%	55.3%	29.9%
x. Food Services	10.0%	90.0%	30.5%	48.7%
y. Transportation	0.0%	100.0%	37.1%	39.4%

B. DIVISION ADMINISTRATION

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
4. The division's strategic plan guides daily decision making.	100.0%	0.0%	89.6%	5.5%
5. I know how my work activities and objectives tie to the division's strategic plan.	100.0%	0.0%	80.0%	0.0%
6. School board members know and understand the educational needs of students in the school division.	100.0%	0.0%	52.6%	36.1%
7. School board members know and understand the operations of the school division.	92.2%	7.7%	62.3%	30.5%
8. The Superintendent is a respected and effective instructional leader.	100.0%	0.0%	82.7%	6.5%
9. The Superintendent is a respected and effective business manager.	92.3%	0.0%	85.9%	7.6%
10. The division administration is efficient.	92.3%	7.7%	62.5%	16.0%
11. The division administration supports the educational process.	100.0%	0.0%	83.5%	5.7%
12. School-based personnel play an important role in making decisions that affect schools in the division.	92.3%	7.7%	63.1%	23.1%
13. Principals are effective instructional leaders in their schools.	100.0%	0.0%	85.9%	11.1%
14. Principals are effective managers of the staff and teachers in their schools.	100.0%	0.0%	93.0%	4.1%
15. Most administrative practices in the school division are highly efficient and effective.	100.0%	0.0%	66.9%	14.4%
16. Administrative decisions are made promptly and decisively.	100.0%	0.0%	65.1%	16.4%
17. School division administrators are easily accessible and open to input.	92.3%	7.7%	82.2%	5.2%
18. Authority for administrative decisions is delegated to the lowest possible level.	50.0%	33.3%	44.2%	32.1%

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
19.	Bottlenecks exist in many administrative processes that cause unnecessary time delays.	41.7%	41.7%	34.2%	44.9%
20.	The school division has too many layers of administrators.	23.1%	69.2%	8.1%	54.3%
21.	Division administrators provide quality service to schools.	92.3%	7.7%	73.0%	13.1%

c.   EDUCATION SERVICE DELIVERY

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
22.	The division uses detailed classroom-level data for instructional decision-making.	92.3%	7.7%	61.3%	30.7%
23.	Students find curriculum, course selections, and lessons relevant to their needs and interests.	92.3%	0.0%	51.7%	30.7%
24.	The division has effective special programs for the following:				
	a. Honors/Gifted and Talented Education	92.3%	7.7%	67.7%	12.5%
	b. Special Education	100.0%	0.0%	75.0%	11.5%
	c. Head Start and Even Start Programs	84.6%	0.0%	59.8%	7.7%
	d. Advanced Placement	100.0%	0.0%	66.2%	5.4%
	e. Alternative Education	76.9%	23.1%	58.7%	18.7%
	f. English as Second Language (ESL)	76.9%	15.4%	63.3%	16.6%
	g. Career and Vocational	92.3%	7.7%	33.1%	30.5%
	h. Dropout Prevention	83.3%	16.7%	34.9%	21.3%
25.	Parents are immediately notified if a child is absent from school.	100.0%	0.0%	85.2%	9.4%
26.	Teacher turnover is low.	61.5%	23.1%	52.0%	39.5%
27.	Educational programs are regularly and objectively evaluated.	76.9%	15.4%	67.3%	21.6%
28.	Teacher openings are filled quickly.	92.3%	7.7%	36.0%	57.7%
29.	Teachers are held accountable for ensuring students learn.	100.0%	0.0%	87.5%	12.0%
30.	Principals are held accountable for ensuring students learn.	100.0%	0.0%	95.0%	0.0%

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
31. Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	84.6%	15.4%	47.7%	38.1%
32. Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	92.3%	7.7%	79.3%	15.9%
33. All schools have equal access to educational materials such as computers, television monitors, and science labs.	69.2%	23.1%	61.5%	32.6%
34. Our schools can be described as "good places to learn."	100.0%	0.0%	85.5%	4.5%
35. NCLB has been effectively implemented in our school division.	100.0%	0.0%	73.5%	0.5%

D.　HUMAN RESOURCES

Survey Questions	MCPS		Peers	
	SA + A	**SD + D**	**SA + A**	**SD + D**
36. Salary levels in the school division are competitive.	46.2%	38.5%	31.4%	41.4%
37. My salary level is adequate for my level of work and experience.	46.2%	46.2%	19.5%	50.4%
38. Teachers who do not meet expected work standards are disciplined.	53.8%	30.8%	64.4%	22.8%
39. Staff who do not meet expected work standards are disciplined.	61.5%	30.8%	65.4%	17.3%
40. The division has a good orientation program for new employees.	100.0%	0.0%	73.5%	15.9%
41. The division accurately projects future staffing needs.	92.3%	7.7%	55.7%	22.4%
42. The division has an effective employee recruitment program.	76.9%	23.1%	59.9%	22.9%
43. Division employees receive annual performance evaluations.	76.9%	15.4%	81.6%	0.2%
44. The division rewards competence and experience, and provides qualifications needed for promotion.	53.8%	15.4%	34.1%	36.4%
45. I am satisfied with my job in the school division.	100.0%	0.0%	71.9%	1.5%
46. I am actively looking for a job outside the school division.	18.2%	63.6%	7.2%	52.2%

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
47. The division has a fair and timely grievance process.	53.8%	7.7%	69.4%	1.3%
48. There are not enough high quality professional development opportunities for teachers.	23.1%	69.2%	15.5%	64.3%
49. There are not enough high quality professional development opportunities for school administrators.	23.1%	61.5%	56.4%	33.1%

E.　COMMUNITY INVOLVEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
50. The division regularly communicates with parents.	100.0%	0.0%	92.0%	2.6%
51. Parents play an active role in decision-making in our schools.	69.2%	15.4%	45.8%	31.0%
52. Teachers regularly communicate with the parents of the students they teach.	100.0%	0.0%	69.0%	27.8%
53. Most parents seem to know what goes on in our schools.	92.3%	7.7%	52.2%	31.3%
54. The school division explains test results to parents.	92.3%	0.0%	58.1%	35.6%
55. Schools have plenty of volunteers to help student and school programs.	53.8%	38.5%	83.2%	10.8%
56. At least some local businesses are actively involved in supporting our schools.	92.3%	7.7%	85.3%	8.2%

F.　FACILITIES USE AND MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	69.2%	7.7%	82.5%	8.8%
58. Schools are clean.	100.0%	0.0%	75.8%	19.3%
59. Our schools have sufficient space and facilities to support the instructional programs.	66.7%	25.0%	54.5%	40.6%
60. Schools are well-maintained.	100.0%	0.0%	68.2%	31.2%
61. Repairs are made in a timely manner.	100.0%	0.0%	66.0%	27.9%

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
62. Division facilities are open for community use.	84.6%	0.0%	88.9%	0.3%
63. Emergency maintenance is handled promptly.	100.0%	0.0%	67.8%	16.4%
64. The division has an effective energy management program.	92.3%	0.0%	61.8%	16.1%

G.   FINANCIAL MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	76.9%	7.7%	68.4%	15.4%
66. Campus administrators are well trained in fiscal management techniques.	61.5%	23.1%	63.3%	25.8%
67. Funds are managed wisely to support education in the school division.	84.6%	7.7%	60.9%	15.9%
68. The division's financial reports are easy to understand and read.	76.9%	7.7%	46.5%	16.0%
69. Campus and program administrators have sufficient access to the financial data they need.	76.9%	7.7%	73.0%	5.7%
70. Financial reports are made available to community members when asked.	53.8%	0.0%	67.4%	0.0%

H.   PURCHASING

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
71. The Purchasing Office gets me what I need when I need it.	100.0%	0.0%	74.8%	8.8%
72. The school division purchases the highest quality materials and equipment at the lowest possible cost.	84.6%	7.7%	56.9%	6.1%
73. The purchase order process is efficient and effective.	84.6%	7.7%	64.6%	11.6%
74. The division provides teachers and administrators an easy-to-use standard list of supplies and equipment.	46.2%	38.5%	54.5%	15.0%

I.   TRANSPORTATION

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
75. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	7.7%	92.3%	13.7%	58.4%
76. There are sufficient buses and drivers to meet extracurricular needs of students.	84.6%	0.0%	42.6%	50.4%
77. Buses are often broken down, disrupting services.	7.7%	92.3%	14.0%	61.9%
78. The process for requesting a field trip is efficient and effective.	84.6%	7.7%	64.1%	18.4%
79. Bus drivers effectively handle discipline issues on the buses.	76.9%	7.7%	32.2%	52.5%
80. Students do not feel safe riding school division buses.	7.7%	92.3%	15.8%	58.2%
81. Bus ride times are too long.	15.4%	84.6%	32.6%	32.6%

J.   FOOD SERVICES

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
82. The Food Services Department provides nutritious and appealing meals and snacks.	84.6%	15.4%	54.1%	18.5%
83. Vending machines are not available to students during lunch periods.	84.6%	15.4%	72.7%	12.2%
84. Snacks and drinks available through the vending machines are nutritious.	30.8%	30.8%	41.0%	29.0%
85. Bus riders get to school with enough time to eat breakfast.	92.3%	7.7%	NA	NA
86. Cafeterias are calm environments in which to eat.	84.6%	15.4%	86.2%	9.8%
87. Students spend too long waiting in line to get their lunches.	23.1%	76.9%	NA	NA
88. Many students bring their lunch from home every day.	23.1%	69.2%	NA	NA

K. TECHNOLOGY MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
89. Students regularly use computers.	100.0%	0.0%	86.5%	10.9%
90. Teachers receive training in how to integrate technology into the classroom.	92.3%	7.7%	84.0%	5.7%
91. Teachers are expected to integrate technology into the classroom.	100.0%	0.0%	100.0%	0.0%
92. Teachers know how to use computers in the classroom.	100.0%	0.0%	72.9%	18.8%
93. The division Web site is a useful tool.	100.0%	0.0%	99.5%	0.2%
94. I get assistance quickly when I have a computer problem.	100.0%	0.0%	98.9%	1.0%
95. The school division provides adequate instructional technology.	100.0%	0.0%	89.7%	10.1%
96. The school division provides adequate administrative technology.	84.6%	15.4%	91.2%	8.3%
97. I have adequate equipment and computer support to conduct my work.	92.3%	7.7%	99.5%	0.2%
98. Teachers and students have fast and easy access to the Internet.	100.0%	0.0%	87.0%	13.0%
99. Most administrative process (purchasing, payroll etc.) are done on-line.	15.4%	53.8%	74.1%	5.5%

L. OVERALL OPERATIONS

Survey Questions	MCPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
a. Strategic Planning	0.00%	92.31%	49.8%	44.8%
b. Curriculum Planning	0.00%	92.31%	53.2%	45.5%
c. Facilities Planning	7.69%	84.62%	47.3%	46.8%
d. Budgeting	7.69%	84.62%	31.9%	63.3%
e. Financial Management	7.69%	84.62%	40.7%	56.0%
f. Asset Management	7.69%	76.92%	31.8%	32.8%
g. Community Relations	7.69%	84.62%	26.0%	50.7%

Survey Questions	MCPS		Peers	
	Need Major/Some Improvement	**Adequate/ Outstanding**	**Need Major/Some Improvement**	**Adequate/ Outstanding**
h. Program Evaluation	0.00%	92.31%	37.5%	38.0%
i. Instructional Coordination	0.00%	92.31%	32.6%	62.3%
j. Student Support Services	7.69%	84.62%	27.2%	67.5%
k. Federal Programs (e.g., NCLB) Coordination	0.00%	84.62%	56.4%	36.4%
l. Instructional Technology	0.00%	92.31%	49.8%	48.6%
m. Administrative Technology	7.69%	84.62%	48.7%	48.4%
n. Grants Administration	7.69%	76.92%	35.4%	44.5%
o. Personnel Recruitment	15.38%	76.92%	60.5%	33.9%
p. Personnel Selection	15.38%	76.92%	46.8%	27.4%
q. Personnel Evaluation	15.38%	76.92%	40.7%	34.8%
r. Personnel Retention	23.08%	69.23%	58.0%	31.9%
s. Professional Development	0.00%	92.31%	55.1%	42.0%
t. Safety And Security	23.08%	69.23%	63.3%	43.3%
u. Facilities Maintenance	15.38%	76.92%	56.8%	40.3%
v. Custodial Services	15.38%	76.92%	61.1%	36.0%
w. Food Services	15.38%	76.92%	30.5%	48.7%
x. Transportation	7.69%	84.62%	37.1%	39.4%

B.   DIVISION ADMINISTRATION

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
4.	The division's strategic plan guides daily decision making.	89.7%	1.7%	64.7%	10.1%
5.	I know how my work activities and objectives tie to the division's strategic plan.	91.9%	0.6%	76.4%	9.3%
6.	School board members know and understand the educational needs of students in the school division.	66.7%	13.2%	50.9%	34.5%
7.	School board members know and understand the operations of the school division.	76.9%	7.5%	56.8%	26.8%
8.	The Superintendent is a respected and effective instructional leader.	86.1%	6.4%	70.8%	20.7%
9.	The Superintendent is a respected and effective business manager.	86.8%	5.2%	70.0%	18.6%
10.	The division administration is efficient.	78.2%	9.2%	61.9%	24.3%
11.	The division administration supports the educational process.	86.8%	6.3%	76.8%	14.3%
12.	School-based personnel play an important role in making decisions that affect schools in the division.	70.8%	17.5%	59.5%	23.7%
13.	Principals are effective instructional leaders in their schools.	86.7%	5.8%	75.3%	20.5%
14.	Principals are effective managers of the staff and teachers in their schools.	87.8%	5.8%	76.6%	19.8%
15.	Most administrative practices in the school division are highly efficient and effective.	77.5%	11.6%	56.7%	20.4%
16.	Administrative decisions are made promptly and decisively.	75.3%	8.6%	56.7%	21.0%
17.	School division administrators are easily accessible and open to input.	72.3%	11.0%	63.3%	19.8%
18.	Authority for administrative decisions is delegated to the lowest possible level.	38.7%	23.1%	28.1%	20.6%

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
19.	Bottlenecks exist in many administrative processes that cause unnecessary time delays.	26.0%	30.1%	29.9%	31.6%
20.	The school division has too many layers of administrators.	35.1%	33.9%	28.5%	36.5%
21.	Division administrators provide quality service to schools.	79.2%	6.9%	59.9%	17.0%

C. EDUCATION SERVICE DELIVERY

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
22.	The division uses detailed classroom-level data for instructional decision-making.	89.0%	1.7%	42.4%	36.6%
23.	Students find curriculum, course selections, and lessons relevant to their needs and interests.	79.9%	7.5%	45.4%	37.7%
24.	The division has effective special programs for the following:				
	a. Honors/Gifted and Talented Education	72.6%	15.4%	61.9%	23.8%
	b. Special Education	81.6%	8.6%	64.5%	27.5%
	c. Head Start and Even Start Programs	80.0%	1.7%	56.7%	7.0%
	d. Advanced Placement	82.1%	3.5%	55.1%	12.7%
	e. Alternative Education	48.0%	21.7%	51.1%	23.9%
	f. English as Second Language (ESL)	83.4%	6.3%	44.3%	26.6%
	g. Career and Vocational	47.1%	26.4%	50.8%	19.3%
	h. Dropout Prevention	47.4%	9.7%	35.4%	26.9%
25.	Parents are immediately notified if a child is absent from school.	68.0%	10.3%	58.1%	17.4%
26.	Teacher turnover is low.	36.2%	43.7%	37.0%	49.7%
27.	Educational programs are regularly and objectively evaluated.	74.1%	8.0%	58.5%	19.4%
28.	Teacher openings are filled quickly.	65.1%	12.0%	56.9%	27.9%
29.	Teachers are held accountable for ensuring students learn.	93.7%	0.6%	85.9%	7.8%

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
30.	Principals are held accountable for ensuring students learn.	85.6%	2.3%	74.7%	12.7%
31.	Teachers are given the skills and knowledge to effectively differentiate instruction for each student.	82.9%	5.1%	55.0%	34.2%
32.	Teachers/teacher groups use data to tailor learning experiences for individual students/student groups.	91.4%	1.1%	69.4%	20.7%
33.	All schools have equal access to educational materials such as computers, television monitors, and science labs.	70.3%	16.6%	46.0%	36.8%
34.	Our schools can be described as "good places to learn."	87.4%	5.7%	82.5%	8.7%
35.	NCLB has been effectively implemented in our school division.	74.6%	2.9%	58.8%	9.0%

D.   HUMAN RESOURCES

Survey Questions		MCPS		Peers	
		SA + A	SD + D	SA + A	SD + D
36.	Salary levels in the school division are competitive.	42.3%	45.1%	32.5%	54.0%
37.	My salary level is adequate for my level of work and experience.	34.5%	52.3%	29.5%	62.1%
38.	Teachers who do not meet expected work standards are disciplined.	44.0%	21.1%	27.2%	38.8%
39.	Staff who do not meet expected work standards are disciplined.	39.4%	21.7%	26.4%	36.0%
40.	The division has a good orientation program for new employees.	79.4%	4.6%	44.6%	27.0%
41.	The division accurately projects future staffing needs.	56.3%	8.6%	44.7%	25.9%
42.	The division has an effective employee recruitment program.	53.7%	8.6%	39.9%	22.4%
43.	Division employees receive annual performance evaluations.	87.9%	2.9%	86.0%	3.7%
44.	The division rewards competence and experience, and provides qualifications needed for promotion.	37.4%	29.3%	29.2%	45.4%

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
45. I am satisfied with my job in the school division.	78.7%	10.3%	81.2%	9.5%
46. I am actively looking for a job outside the school division.	7.4%	62.3%	23.2%	63.1%
47. The division has a fair and timely grievance process.	34.3%	7.4%	28.1%	15.5%
48. There are not enough high quality professional development opportunities for teachers.	16.2%	60.1%	26.1%	57.4%
49. There are not enough high quality professional development opportunities for school administrators.	9.8%	34.5%	11.6%	30.3%

E.   COMMUNITY INVOLVEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
50. The division regularly communicates with parents.	94.8%	0.6%	71.7%	10.4%
51. Parents play an active role in decision-making in our schools.	58.1%	21.5%	42.8%	32.0%
52. Teachers regularly communicate with the parents of the students they teach.	94.2%	2.3%	82.3%	14.6%
53. Most parents seem to know what goes on in our schools.	65.1%	22.7%	49.2%	31.8%
54. The school division explains test results to parents.	66.3%	14.0%	50.2%	33.9%
55. Schools have plenty of volunteers to help student and school programs.	35.7%	49.7%	34.9%	46.6%
56. At least some local businesses are actively involved in supporting our schools.	73.3%	10.5%	60.8%	21.9%

F.   FACILITIES USE AND MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
57. Parents, citizens, students, faculty, staff and the board provide input into facility planning.	54.9%	13.9%	53.2%	22.5%
58. Schools are clean.	83.7%	8.7%	59.1%	31.5%
59. Our schools have sufficient space and facilities to support the instructional programs.	59.0%	36.4%	42.4%	48.1%
60. Schools are well-maintained.	85.0%	7.5%	56.0%	35.7%
61. Repairs are made in a timely manner.	80.9%	8.7%	46.0%	44.6%
62. Division facilities are open for community use.	78.6%	1.7%	64.3%	9.1%
63. Emergency maintenance is handled promptly.	82.7%	2.3%	65.5%	17.3%
64. The division has an effective energy management program.	55.5%	3.5%	49.8%	20.4%

G.   FINANCIAL MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
65. Site-based budgeting is used effectively to extend the involvement of principals and teachers.	45.0%	7.0%	44.8%	25.5%
66. Campus administrators are well trained in fiscal management techniques.	41.8%	2.9%	48.1%	7.6%
67. Funds are managed wisely to support education in the school division.	56.5%	7.1%	41.7%	25.4%
68. The division's financial reports are easy to understand and read.	31.2%	6.5%	25.7%	16.2%
69. Campus and program administrators have sufficient access to the financial data they need.	36.3%	2.3%	38.1%	5.1%
70. Financial reports are made available to community members when asked.	33.9%	1.8%	35.7%	2.7%

H.   PURCHASING

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
71. The Purchasing Office gets me what I need when I need it.	66.9%	16.0%	53.8%	24.3%
72. The school division purchases the highest quality materials and equipment at the lowest possible cost.	57.1%	6.9%	37.4%	20.4%
73. The purchase order process is efficient and effective.	72.0%	10.3%	53.1%	23.7%
74. The division provides teachers and administrators an easy-to-use standard list of supplies and equipment.	52.6%	24.6%	42.0%	31.9%

I.   TRANSPORTATION

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
75. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	4.0%	84.5%	13.5%	67.1%
76. There are sufficient buses and drivers to meet extracurricular needs of students.	67.8%	6.3%	42.9%	31.1%
77. Buses are often broken down, disrupting services.	1.2%	75.1%	7.2%	62.2%
78. The process for requesting a field trip is efficient and effective.	68.2%	5.8%	56.2%	17.5%
79. Bus drivers effectively handle discipline issues on the buses.	37.4%	11.5%	26.7%	19.8%
80. Students do not feel safe riding school division buses.	8.6%	59.8%	11.2%	48.3%
81. Bus ride times are too long.	5.2%	52.3%	24.3%	19.2%

J.   FOOD SERVICES

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
82. The Food Services Department provides nutritious and appealing meals and snacks.	60.6%	22.9%	40.6%	34.6%
83. Vending machines are not available to students during lunch periods.	66.9%	10.9%	64.0%	18.8%
84. Snacks and drinks available through the vending machines are nutritious.	19.7%	20.2%	25.1%	34.2%
85. Bus riders get to school with enough time to eat breakfast.	75.4%	6.9%	NA	NA
86. Cafeterias are calm environments in which to eat.	35.4%	47.4%	38.1%	36.9%
87. Students spend too long waiting in line to get their lunches.	41.1%	34.9%	NA	NA
88. Many students bring their lunch from home every day.	10.3%	54.9%	NA	NA

K.   TECHNOLOGY MANAGEMENT

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
89. Students regularly use computers.	82.9%	9.1%	81.0%	14.5%
90. Teachers receive training in how to integrate technology into the classroom.	89.7%	5.1%	79.6%	14.6%
91. Teachers are expected to integrate technology into the classroom.	97.1%	0.0%	90.1%	4.1%
92. Teachers know how to use computers in the classroom.	93.7%	2.9%	72.4%	11.2%
93. The division Web site is a useful tool.	92.0%	2.9%	79.2%	8.5%
94. I get assistance quickly when I have a computer problem.	80.0%	13.7%	65.7%	27.3%
95. The school division provides adequate instructional technology.	89.1%	4.6%	72.2%	22.6%

Survey Questions	MCPS		Peers	
	SA + A	SD + D	SA + A	SD + D
96. The school division provides adequate administrative technology.	72.0%	2.9%	58.3%	13.1%
97. I have adequate equipment and computer support to conduct my work.	82.2%	12.1%	69.8%	26.4%
98. Teachers and students have fast and easy access to the Internet.	87.9%	7.5%	67.8%	19.5%
99. Most administrative process (purchasing, payroll etc.) are done on-line.	27.4%	6.9%	27.9%	11.3%

L.   OVERALL OPERATIONS

Survey Questions	MCPS		Peers	
	Need Major/Some Improvement	Adequate/ Outstanding	Need Major/Some Improvement	Adequate/ Outstanding
a. Strategic Planning	14.6%	55.6%	39.6%	35.8%
b. Curriculum Planning	17.2%	74.7%	45.9%	47.4%
c. Facilities Planning	21.4%	43.4%	34.6%	36.4%
d. Budgeting	15.5%	44.3%	54.3%	26.2%
e. Financial Management	13.3%	42.8%	38.5%	33.1%
f. Asset Management	10.3%	39.1%	47.6%	16.0%
g. Risk Management	11.5%	37.4%	23.9%	37.1%
h. Community Relations	24.1%	63.2%	50.3%	40.2%
i. Program Evaluation	14.4%	62.1%	38.9%	42.4%
j. Instructional Coordination	13.9%	71.7%	53.0%	33.8%
k. Student Support Services	20.5%	67.8%	59.5%	30.1%
l. Federal Programs (e.g., NCLB) Coordination	11.7%	57.3%	37.3%	44.1%
m. Instructional Technology	17.4%	73.3%	44.2%	50.0%
n. Administrative Technology	8.2%	56.7%	3.4%	0.5%

	MCPS		Peers	
Survey Questions	**Need Major/Some Improvement**	**Adequate/ Outstanding**	**Need Major/Some Improvement**	**Adequate/ Outstanding**
o. Grants Administration	10.9%	47.7%	26.1%	29.9%
p. Personnel Recruitment	16.7%	51.1%	34.3%	40.8%
q. Personnel Selection	21.3%	51.7%	35.7%	44.3%
r. Personnel Evaluation	13.8%	72.4%	37.2%	53.1%
s. Personnel Retention	26.6%	51.4%	40.9%	45.9%
t. Professional Development	19.1%	71.1%	42.7%	51.6%
u. Safety And Security	26.0%	63.0%	26.5%	25.2%
v. Facilities Maintenance	17.3%	72.3%	34.7%	43.2%
w. Custodial Services	10.3%	79.9%	41.2%	51.8%
x. Food Services	27.7%	61.3%	24.1%	27.2%
y. Transportation	7.5%	79.3%	24.7%	57.5%