Prince William County Public Schools Efficiency Review

FINAL REPORT

Submitted by:

MGT
OF AMERICA, INC.

June 21, 2007

Prince William County
PUBLIC SCHOOLS
Providing A World-Class Education

SCHOOL EFFICIENCY REVIEW FOR PRINCE WILLIAM COUNTY SCHOOLS

Final Report

Presented to:

Department of Planning and Budget

Submitted by:

MGT
OF AMERICA, INC.

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

June 21, 2007

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EXECUTIVE SUMMARY

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

Since its inception, the program has expanded to include a greater number of school divisions each year. In October of 2006, MGT of America was awarded a contract to conduct an efficiency review of the Prince William County Schools (PWCS). As stated in the Request for Proposals (RFP), the purpose of the study was to conduct an external review of the efficiency of various offices and operations within PWCS and to present a final report of the findings, recommendations, and projected costs and/or cost savings as recommendations. The ultimate goal was to identify ways that PWCS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Overview of Prince William County Schools

Prince William County was formed in 1730 and named for William Augustus, Duke of Cumberland and third son of King George II. The county originally included Fairfax, Arlington, Alexandria, Loudoun, and Fauquier counties. Manassas was designated the county seat in 1892. Today the total population of Prince William County is about 346,790.

PWCS consists of 85 schools: 53 elementary schools, 14 middle schools 10 high schools, four special education schools, two alternative schools, and two specialty schools. PWCS serves over 70,000 students and employs more than 5,000 teachers. The Prince William County School Board governs the school division and consists of eight elected members who serve four-year terms. The School Board meets twice each month. The division's standards of quality state that all students will become knowledgeable and proficient in basic academic skills; good thinkers, problem solvers, and decision makers; effective communicators; users of technology; knowledgeable of various racial and ethnic cultures, as well as differences based on gender, age, and physical ability; and good citizens.

Review Methodology

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

- Be based upon a very detailed work plan and time schedule.

- Take into account the unique environment within which the school division operates and the specific student body involved.

- Obtain input from Board members, administrators, staff, and the community.

- Identify the existence, appropriateness, and use of specific educational objectives.

- Contain comparisons to other similar school divisions to provide a reference point.

- Follow a common set of guidelines tailored specifically to the division being reviewed.

- Include analyses of the efficiency of work practices.

- Identify the level and effectiveness of externally imposed work tasks and procedures.

- Identify both exemplary programs and practices as well as needed improvements.

- Document all findings.

- Present straightforward and practical recommendations for improvements.

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

Review of Existing Records and Data Sources

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

MGT requested more than 100 documents from PWCS. These included, but were not limited to, the following:

- School Board policies and administrative procedures.
- Organizational charts
- Program and compliance reports.
- Technology plan.
- Annual performance reports.
- Independent financial audits.
- Budgets for curriculum and instruction.
- Annual budget and expenditure reports.

- Job descriptions.
- Salary schedules.
- Personnel handbooks.

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

Diagnostic Review

A diagnostic review of PWCS was conducted on January 30 and 31, 2007. An MGT consultant interviewed central office administrators, community leaders, School Board members, and the County Board of Supervisors concerning the management and operations of Prince William County Schools.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three on-line surveys were prepared and disseminated in January 2007. Through these anonymous surveys, division staff were given the opportunity to express their views about the management and operations of Prince William County Schools. The surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

PWCS staff were given from January 23, 2007, through February 21, 2007, to respond. The response rates for the survey groups were high. Seventy (70) percent of administrators returned a survey as did 58 percent of principals/assistant principals and 33 percent of teachers. MGT compared the survey responses of the three employee groups and also compared the responses of PWCS administrators and teachers to those of their counterparts in the more than 30 districts where MGT has conducted similar surveys.

Complete survey results may be found in **Appendix A**. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Conducting the Formal On-Site Review

A team of seven consultants conducted the formal on-site review of Prince William County Schools during the week of March 19, 2007. As part of this on-site review, MGT examined the following PWCS systems and operations:

- Division Administration;
- Financial Management and Purchasing;
- Educational Service Delivery;
- Human Resources;
- Transportation;
- Technology Management;
- Food Services; and
- Facility Use and Management.

Prior to the on-site review, each team member was provided with an extensive set of information about PWCS operations. During the on-site work, team members conducted detailed reviews of the structure and operations of Prince William County Schools in their assigned functional areas. Consultants made 42 site visits to 32 different schools.

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

Comparison Summary

MGT performed a data comparison between PWCS and other divisions in its cluster; divisions of similar size and located in the same part of the Commonwealth. Of this group, PWCS has the median student population, the lowest number of teachers per 1,000 students, and the highest ratio of pupils to classroom teaching positions for grades K-7 and grades 8-12.

In regard to receipts by fund source, the division reports that most of its funding is from local funds. PWCS reports a higher percentage than the peer division average for state funds, but is comparable to the peer division average for federal and other funds.

In terms of student demographics, PWCS has the median student population and second highest student population per 1,000 general population. PWCS has a lower than average number of total schools. PWCS has the highest percentage of economically disadvantaged students and the second lowest percentage of students with disabilities among these peer divisions.

Commendations

Detailed findings for each commendation for exemplary practices are found in the full report in Chapters 2.0 through 9.0. PWCS received the following commendations:

- The PWCS School Board, superintendent, administration, and staff are commended for developing a comprehensive meeting agenda information packet that is provided electronically to members of the School Board and for posting the agenda and meeting actions summary on the Web site **(Chapter 2.0)**.

- The PWCS School Board and administration are commended for containing legal services expenses **(Chapter 2.0)**.

- PWCS has a model strategic plan that is fully developed with a revision cycle and institutionalized procedures for monitoring and holding personnel accountable for assigned elements **(Chapter 2.0)**.

- PWCS is commended for participating successfully in the Malcolm Baldrige project and expanding to Baldrige in the Classroom at the elementary school level **(Chapter 2.0)**.

- The PWCS Board, administration, and schools are commended for developing a comprehensive business partnership program **(Chapter 2.0)**.

- The PWCS Board and administration are commended for developing a division Web site that represents a best practice in its format, ease of access, and comprehensive content **(Chapter 2.0)**.

- The Prince William County Schools is commended for its comprehensive annual financial reports and budget documents that have earned the division recognition for excellence for several years **(Chapter 3.0)**.

- Prince William County Schools is commended for establishing a mandatory direct deposit program for all new division employees **(Chapter 3.0)**.

- Prince William County Schools is commended for producing a well-organized and detailed budget document that includes a five-year revenue and expenditure projection **(Chapter 3.0)**.

- Prince William County Schools is commended for producing a budget manual that provides school and department staff with detailed guidance and instruction on budget development and management **(Chapter 3.0)**.

- Prince William County Schools is commended for administering a self-insured and self-administered workers' compensation program without needing the assistance of a third party administrator **(Chapter 3.0)**.

- Prince William County Schools is commended for enhancing the security of school facilities at little cost through its security resident program **(Chapter 3.0)**.

- PWCS is commended for achieving national recognition for its purchasing program by the National Institute of Government Purchasing and the National Purchasing Institute **(Chapter 3.0)**.

- Prince William County Schools is commended for its efficient decentralized purchasing system, which makes use of automation and cooperative purchasing **(Chapter 3.0)**.

■ Prince William County Schools is commended for its E-rate program, which was featured by the Virginia Department of Education **(Chapter 3.0)**.

■ Prince William County Schools is commended for requiring and providing purchasing training for bookkeepers involved in purchasing activities **(Chapter 3.0)**.

■ The Prince William County Schools is commended for undertaking a partnership with the University of Maryland for its Institutional Consultation Team in an attempt to help students with problems and reduce the number that are referred to special education testing **(Chapter 4.0)**.

■ The Prince William County Schools is commended for implementing a credit recovery program to help students and save the division additional expenses **(Chapter 4.0)**.

■ The Prince William County Schools is commended for implementing an inclusion program titled Capture the Vision – An Inclusive Culture **(Chapter 4.0)**.

■ Prince William County Schools is commended for providing an innovative approach to maintaining relatively low health care costs for the division and low increases in health premiums for its participating employees **(Chapter 5.0)**.

■ Prince William County Schools is commended for developing creative and unique benefit enhancements to its total compensation package to positively impact overall recruitment and retention **(Chapter 5.0)**.

■ Prince William County Schools is commended for implementing varied and successful outreach strategies to recruit diverse teacher candidates **(Chapter 5.0)**.

■ PWCS and the office of transportation services are commended for designing and funding the school bus radio driver position, which is considered a best practice for districts that are large in area, experience rapid population growth, and provide a variety of educational offerings at multiple destinations **(Chapter 6.0)**.

■ The transportation department and the supporting section of human resources are commended for excellent maintenance of critical transportation personnel files **(Chapter 6.0)**.

■ The office of transportation services, particularly the safety and training staff, are commended for expediting the hiring process to fill the critical bus driver shortages **(Chapter 6.0)**.

■ The PWCS transportation department is commended for its effective training program **(Chapter 6.0)**.

■ The Prince William County Schools is commended for its excellent accident prevention program **(Chapter 6.0)**.

■ The PWCS coordinator for vehicle repair, and the mechanics and parts specialists, are commended for the outstanding service they provide in maintaining the fleet **(Chapter 6.0)**.

■ PWCS is commended for its superb Automotive Service Excellence (ASE) certification program **(Chapter 6.0)**.

■ The PWCS transportation department is commended for its exceptional Vehicle Maintenance Information System (VMIS) **(Chapter 6.0)**.

■ Prince William County Schools is commended for funding technology instructional support, through instructional technology resource teacher (ITRT) positions, at a level higher than that mandated by the Commonwealth **(Chapter 7.0)**.

■ The Prince William County Schools information technology services unit is commended for implementing, maintaining, and continuing to upgrade an effective wide area network that provides support to the schools and administrative offices **(Chapter 7.0)**.

■ Prince William Public Schools is commended for implementing and maintaining a high-quality helpdesk and support structure, enabling administrative and instructional staff to have confidence in the usability of their computers and technology **(Chapter 7.0)**.

■ PWCS kitchens are commended for separating dry, refrigerator, and freezer storage according to USDA commodities and vendor purchases **(Chapter 8.0)**.

■ The PWCS food services department is commended for utilizing several methods to advertise for part-time positions **(Chapter 8.0)**.

■ The PWCS food services department is commended for actively utilizing the Internet to distribute nutritional analyses, ingredient information, and allergy information **(Chapter 8.0)**.

■ The PWCS food services department is commended for conducting comprehensive training for all new employees and annual refresher training for all other employees **(Chapter 8.0)**.

■ The PWCS division is commended for creating and implementing a comprehensive wellness policy **(Chapter 8.0)**.

- The food services department is commended for operating a profitable cafeteria in the PWCS administration building **(Chapter 8.0)**.

- The food services department is commended for actively soliciting student, teacher, and parent input on menu items through an annual food show **(Chapter 8.0)**.

- PWCS is commended for using four prototype school plans and developing a fifth, thus saving the division the cost of additional architectural fees for school design **(Chapter 9.0)**.

- The division is commended for developing, updating, and implementing a comprehensive, best practices capital improvement program designed to meet the rapid student enrollment increases, retrofit older facilities, and replace obsolete facilities **(Chapter 9.0)**.

- The division is commended for maintaining effective controls over change orders and controlling project costs **(Chapter 9.0)**.

- The division is commended for developing and implementing a 6-12-18 (6-year, 12-year, and 18-year intervals) major maintenance retrofitting program, and initiating a full lamp replacement program **(Chapter 9.0)**.

- The maintenance department is commended for exercising strong controls over the assignment of division vehicles **(Chapter 9.0)**.

- PWCS is commended for making custodial staffing fund allocations to schools that are in compliance with the American School and University standards and are upheld through facility sanitation evaluations **(Chapter 9.0)**.

- Prince William County Schools' principals and custodial personnel are commended for maintaining clean and attractive facilities **(Chapter 9.0)**.

- The division is commended for implementing energy management actions and providing incentive rebates to schools **(Chapter 9.0)**.

Recommendations

Detailed findings for each recommendation for improving operations are found throughout the main body of the report. Recommendations for improvement include the following:

- Provide fire-rated storage for the CD copy of valuable School Board meeting records **(Chapter 2: Recommendation 2-1)**.

■ Develop and implement a School Board member local orientation and development program **(Chapter 2: Recommendation 2-2)**.

■ Develop and implement an annual School Board self-assessment system **(Chapter 2: Recommendation 2-3)**.

■ Establish and adopt a policy to govern Board member requests for information from the administration and include in the Friday report to the Board a list of members' requests and contacts for the week, along with time involved **(Chapter 2: Recommendation 2-4)**.

■ Eliminate the Board deputy clerk position **(Chapter 2: Recommendation 2-5)**.

■ Review and update the policy manual provisions as required by Virginia code and assign oversight for all updating to the proposed paralegal position **(Chapter 2: Recommendation 2-6)**.

■ Update the Virginia code required policy provisions **(Chapter 2: Recommendation 2-7)**.

■ Establish an office of legal services staffed with a paralegal position and combine it with a division-based equity function assigned to the human resources department **(Chapter 2: Recommendation 2-8)**.

■ Contract for independent legal counsel to the superintendent and administration to provide services when the situation requires representation separate from Board counsel **(Chapter 2: Recommendation 2-9)**.

■ Establish an ombudsman position in to the superintendent's office **(Chapter 2: Recommendation 2-10)**.

■ Reorganize the Prince William County Schools central office **(Chapter 2: Recommendation 2-11)**.

■ Establish a staffing ratio of one to 18 schools for area associate superintendent positions and employ one additional position **(Chapter 2: Recommendation 2-12)**.

■ Restructure the superintendent's senior staff meeting to reduce the amount of meeting time **(Chapter 2: Recommendation 2-13)**.

■ Assign approval of field trips and other similar management tasks to the principals **(Chapter 2: Recommendation 2-14)**.

■ Reorganize the educational foundation **(Chapter 2: Recommendation 2-15)**.

- Complete the communications review and finalize the draft communications audit response plan and proceed with implementation **(Chapter 2: Recommendation 2-16)**.

- Develop a site-based manual for principals **(Chapter 2: Recommendation 2-17)**.

- Develop site-based management training modules to ensure appropriate training of appointed new principals and the preparation of prospective school principals **(Chapter 2: Recommendation 2-18)**.

- Review and redefine site-based management responsibilities of principals to exclude functions that can be managed at the division level with greater efficiency **(Chapter 2: Recommendation 2-19)**.

- Consider requiring monthly budget status reports by organizational unit **(Chapter 3: Recommendation 3-1)**.

- Continue to monitor and adjust processes when possible to require involvement of risk management and security services investigators in serious incidents only **(Chapter 3: Recommendation 3-2)**.

- Consider centralizing management of all school security officers under the risk management and security services division or increasing the division's involvement in coordinating divisionwide activities of school security officers **(Chapter 3: Recommendation 3-3)**.

- Create a division-level safety advisory committee to provide strategic direction in the area of safety **(Chapter 3: Recommendation 3-4)**.

- Develop a process to analyze accidents and provide training directed at reducing recurring accidents **(Chapter 3: Recommendation 3-5)**.

- Revise the light duty program to compensate employees at the average weekly rate of pay they were receiving prior to their injury **(Chapter 3: Recommendation 3-6)**.

- Expand price comparisons for warehouse items and phase out items where just-in-time purchasing is more cost-effective **(Chapter 3: Recommendation 3-7)**.

- Reconcile the property control inventory and the vehicle inventory to the capital asset inventory to ensure the accuracy of each and consider combining the inventories into one comprehensive system **(Chapter 3: Recommendation 3-8)**.

- Continue to monitor activity fund investments to ensure coverage by Federal Deposit Insurance Corporation (FDIC) insurance **(Chapter 3: Recommendation 3-9)**.

- Ensure the financial guidelines manual provides sufficient policies and procedures for activity funds and increase the follow-up to discrepancies noted in audit reports for the division's activity funds **(Chapter 3: Recommendation 3-10)**.

- Compile statistics on the division's Institutional Consultation Team (ICT) program to determine its effectiveness **(Chapter 4: Recommendation 4-1)**.

- Reevaluate the benefits of the instructional support team and reassign the 19 teachers to the classroom if benefits do not support the cost **(Chapter 4: Recommendation 4-2)**.

- Revisit the 2005 Curriculum Management System study and implement its recommendations **(Chapter 4: Recommendation 4-3)**.

- Formally redefine the roles and responsibilities of the social workers and psychologists and consider the benefits of combining the special education social workers and psychologists with the student services department social workers and counselors **(Chapter 4: Recommendation 4-4)**.

- Employ a director to oversee the program development and school level staffing for the English Speakers of Other Languages, Central Registration and World Languages Center Sites, and the World Languages office **(Chapter 4: Recommendation 4-5)**.

- Establish maximum staffing levels for assistant principal positions for all schools and evaluate the feasibility of phasing out positions that exceed the maximum levels **(Chapter 4: Recommendation 4-6)**.

- Create a detailed HR department procedures manual and implement cross-training as a high priority **(Chapter 5: Recommendation 5-1)**.

- Implement an automated substitute system for teachers and explore the cost-effectiveness of that system's use for classified substitute personnel **(Chapter 5: Recommendation 5-2)**.

- Develop and implement a standard organization system for the documentation that should be found in personnel folders maintained in the centralized HR office location **(Chapter 5: Recommendation 5-3)**.

- Ensure that all health and medical information is filed in folders exclusively for health information **(Chapter 5: Recommendation 5-4)**.

- Revise the School Board policy concerning personnel files (Regulation 505.03-1) to provide authority for and limit employee access to personnel records **(Chapter 5: Recommendation 5-5)**.

- Create an equity/compliance position housed in a newly created office of legal services **(Chapter 5: Recommendation 5-6)**.

- Institute a three-year cycle for reviewing/updating division job descriptions **(Chapter 5: Recommendation 5-7)**.

- Implement a 40-hour work week for all full-time classified staff **(Chapter 5: Recommendation 5-8)**.

- Revise evaluation tools and procedures to include professional development for those employee positions for which it is presently lacking **(Chapter 5: Recommendation 5-9)**.

- Consolidate the division's professional development programming for all its employees into its staff development office **(Chapter 5: Recommendation 5-10)**.

- Incorporate the ongoing and comprehensive training of assistant principals through the educational foundation's leadership academy **(Chapter 5: Recommendation 5-11)**.

- Educate the Prince William County School Division Individualized Education Plan (IEP) special education coordinator on process and procedures to change transportation for exclusive/special education students **(Chapter 6: Recommendation 6-1)**.

- Formalize a 14-year bus replacement policy **(Chapter 6: Recommendation 6-2)**.

- Eliminate 22 buses from the current spare bus inventory and capture cost savings **(Chapter 6: Recommendation 6-3)**.

- Continue to implement the routing and scheduling software with careful attention to monitoring the efficiency of routing and scheduling **(Chapter 6: Recommendation 6-4)**.

- Hire two parts clerks for the Potomac and McCuin maintenance facilities and designate a mechanic as parts clerk for the Independent Hill maintenance facility **(Chapter 6: Recommendation 6-5)**.

- Revise and enforce Regulation 480-1, Support Services, Information Technology (IT) Steering Committee **(Chapter 7: Recommendation 7-1)**.

- Complete a single, divisionwide technology plan for submission to the superintendent of schools and the School Board **(Chapter 7: Recommendation 7-2)**.

- Implement a solution allowing PWCS staff remote access to the software tools that they use during the workday **(Chapter 7: Recommendation 7-3)**.

- Implement and enforce a centralized model of technology hardware and software purchasing **(Chapter 7: Recommendation 7-4)**.

- Develop and implement a divisionwide technology replacement cycle for student computers to ensure that all students have adequate access to technology tools and that computers and software within the division are current and capable of being utilized effectively for instruction and learning **(Chapter 7: Recommendation 7-5)**.

- Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools **(Chapter 7: Recommendation 7-6)**.

- Reorganize instructional technology resource teacher (ITRT) accountability to report to a central office supervisor rather than to the building principals **(Chapter 7: Recommendation 7-7)**.

- Ensure that trash from cafeterias is removed by custodial staff after meal service **(Chapter 8: Recommendation 8-1)**.

- Remove from PWCS schools all vending machines that sell anything beyond non-carbonated water, milk, sports drinks, or snacks that adhere to state guidelines **(Chapter 8: Recommendation 8-2)**.

- Service the Stonewall Jackson High School freezer to remove ice condensation **(Chapter 8: Recommendation 8-3)**.

- Purchase and use bill and coin counters for PWCS high schools that have a high number of students who purchase meals with cash **(Chapter 8: Recommendation 8-4)**.

- Ensure that all frozen food is stored on freezer shelves or in boxes on crates to ensure food will not be damaged **(Chapter 8: Recommendation 8-5)**.

- Pursue an alternative electronic process to record the daily "extra time" for part-time employees by employee by pay period **(Chapter 8: Recommendation 8-6)**.

- Increase the fund balance for the food services department to three months of expenditures **(Chapter 8: Recommendation 8-7)**.

- Continue to maintain budgeted food cost at a standard 36 percent of revenue **(Chapter 8: Recommendation 8-8)**.

- Charge workers' compensation costs claimed by food service staff to the food and nutrition services department **(Chapter 8: Recommendation 8-9)**.

- Shift food service staff to ensure most, if not all, meals per labor hour for each school are at benchmark levels **(Chapter 8: Recommendation 8-10)**.

- Reorganize the facilities division of PWCS and phase in an executive director to replace the two director positions **(Chapter 9: Recommendation 9-1)**.

- Review and update Policy 871 and other facilities-related provisions **(Chapter 9: Recommendation 9-2)**.

- Develop and implement a formalized system for periodically reviewing all building specifications with teaching and learning representatives, maintenance department and transportation representatives, school-level administrators, technology personnel, safety specialists, and others **(Chapter 9: Recommendation 9-3)**.

- Conduct a comprehensive facility evaluation of all facilities located within the current Independence Hill administrative complex and develop a plan for the future use of Building 51 **(Chapter 9: Recommendation 9-4)**.

- Evaluate the assignment of building engineer positions to schools for the purpose of handling minor maintenance and minor preventative maintenance work, and as resources become available expand services to elementary schools to a minimum of one day per week **(Chapter 9: Recommendation 9-5)**.

- Expand the SchoolDude facilities maintenance tracking system to permit the full electronic management of work orders including tracking materials used, inventory status, and the accounting system **(Chapter 9: Recommendation 9-6)**.

- Conduct a comprehensive review of responsibility for custodial services including the potential assignment of responsibilities to the facilities management department **(Chapter 9: Recommendation 9-7)**.

- Consider the use of an electronic substitute placement system for the deployment of personnel to substitute for absent custodians **(Chapter 9: Recommendation 9-8)**.

- Update and revise Policy 494, Energy Conservation, to reflect an integrated, divisionwide energy and resources management system **(Chapter 9: Recommendation 9-9)**.

■ Establish and assign the full coordination of all energy and resources management initiatives and develop a comprehensive division energy and resources management plan for the division **(Chapter 9: Recommendation 9-10)**.

Fiscal Impact

Based on analyses of data obtained from interviews, surveys, community input, state and division documents, and firsthand observations in Prince William County Schools, the MGT team developed 48 commendations and 78 recommendations for this report. Eighteen (18) recommendations have fiscal implications.

As shown below in **Exhibit ES-1**, full implementation of the recommendations in this report would generate a gross savings of more than $7 million over five years, with a net cost of approximately $5.8 million. It is important to note that many of the recommendations MGT that do not have specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2006-07 dollars and do not reflect increases due to salary or inflation adjustments.

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

EXHIBIT ES-1
SUMMARY OF ANNUAL SAVINGS AND COSTS

| CATEGORY | YEARS | | | | | TOTAL FIVE-YEAR SAVINGS (COSTS) |
	2007-08	2008-09	2009-10	2010-11	2011-12	
TOTAL SAVINGS	$1,339,307	$1,460,107	$1,460,107	$1,460,107	$1,460,107	$7,179,735
TOTAL (COSTS)	($1,211,634)	($1,200,234)	($1,200,234)	($1,204,234)	($1,049,015)	($5,865,351)
TOTAL NET SAVINGS (COSTS)	$127,673	$259,873	$259,873	$255,873	$411,092	$1,314,384
ONE-TIME SAVINGS (COSTS)						($87,570)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$1,226,814

1.0   INTRODUCTION

1.0 INTRODUCTION

In October 2006, the Commonwealth of Virginia contracted with MGT of America, Inc., to conduct an Efficiency Review of the Prince William County Schools (PWCS). The review focused on the financial, organizational, and operational effectiveness of PWCS.

1.1 *Overview of Prince William County Schools*

Prince William County was formed in 1730 and named for William Augustus, Duke of Cumberland and third son of King George II. The county originally included Fairfax, Arlington, Alexandria, Loudoun, and Fauquier Counties. Manassas was designated the county seat in 1892. Today the total population in Prince William County is about 346,790 citizens.

Prince William County Schools (PWCS) consists of 85 schools; 53 elementary schools, 14 middle schools 10 high schools, four special education schools, two alternative schools, and two specialty schools. PWCS serves over 70,000 students and employs more than 5,000 teachers. The Prince William County School Board governs the school division and consists of eight elected members who serve four-year terms. The School Board regularly meets twice each month. The division's standards of quality state that all students will become knowledgeable and proficient in basic academic skills; good thinkers, problem solvers, and decision makers; effective communicators; users of technology; knowledgeable of various racial and ethnic cultures, as well as differences based on gender, age, and physical ability; and good citizens.

1.2 *Methodology*

The methodology MGT used to prepare for and conduct the PWCS Efficiency Review is described in this section. **Exhibit 1-1** shows an overview of MGT's work plan and **Exhibit 1-2** provides the timeline for the project activities. Throughout our practice we have discovered that to be successful, an efficiency review of a school division must:

- Be based upon a very detailed work plan and time schedule.

- Specifically take into account the unique student body and environment within which the school division operates.

- Obtain input from Board members, administrators, staff, and the community.

- Identify the existence, appropriateness, and use of specific educational objectives.

- Contain comparisons to other similar school divisions to provide a reference point.

- Follow a common set of guidelines tailored specifically to the division being reviewed.

- Include analyses of the efficiency of work practices.

EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE EFFECIENCY REVIEW
OF PRINCE WILLIAM COUNTY SCHOOLS

PHASE I - PROJECT INITIATION

Task 1.0 **Initiate Project**	**Task 2.0** **Develop Preliminary Profile of Prince William County Schools**
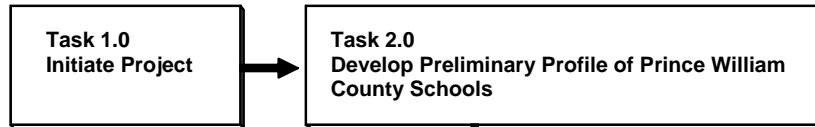
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW

Task 3.0 **Solicit Public Input in the Efficiency Review**	**Task 4.0** **Conduct On-line Surveys of Central Office Administrators, School Principals, and Teachers**	**Task 5.0** **Conduct Diagnostic Review**	**Task 6.0** **Conduct Benchmark Analysis with Comparison School Divisions**	**Task 7.0** **Tailor MGT and Virginia Study Guidelines for the School Division**
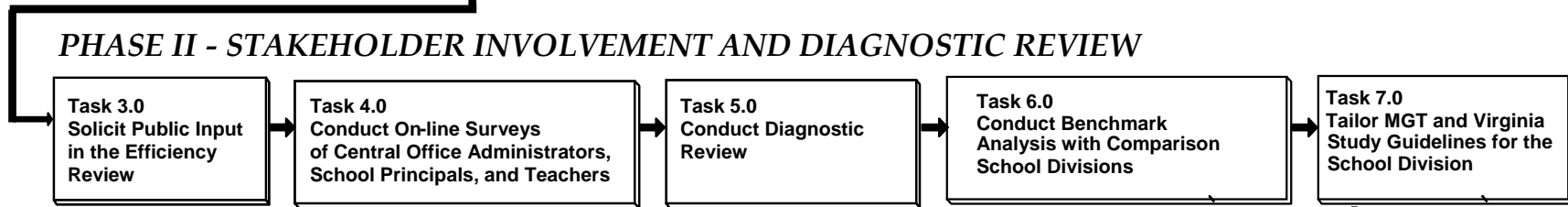
PHASE III - IN-DEPTH EFFICIENY REVIEW
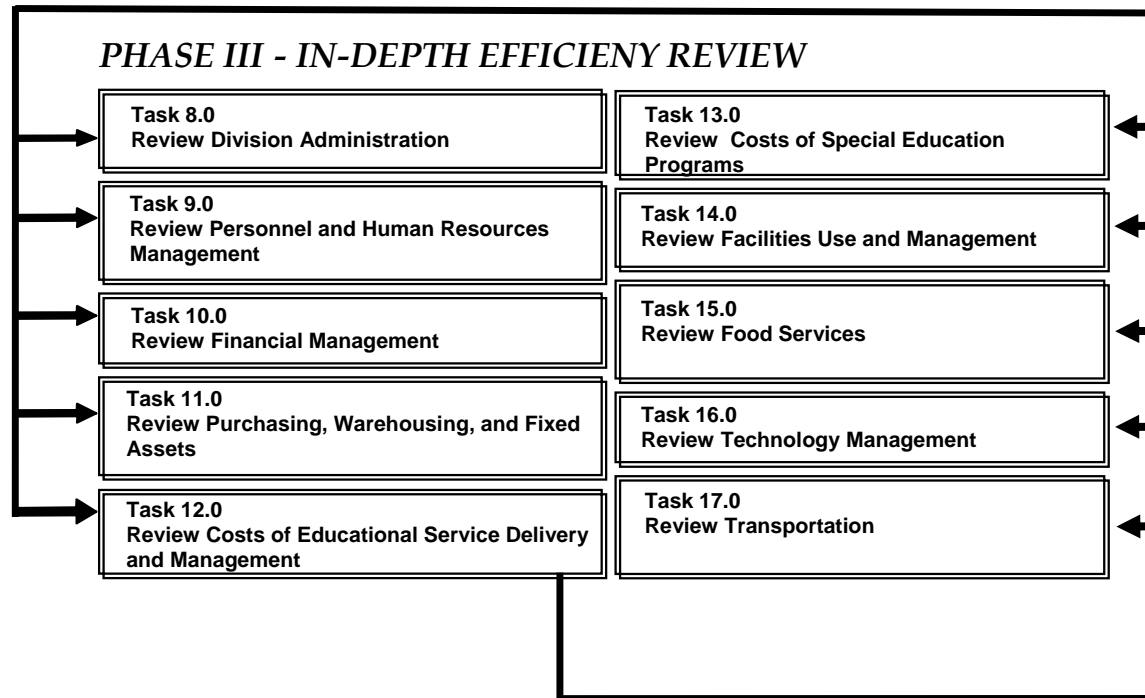
Task 8.0 **Review Division Administration**	**Task 13.0** **Review Costs of Special Education Programs**	
Task 9.0 **Review Personnel and Human Resources Management**	**Task 14.0** **Review Facilities Use and Management**	*PHASE V -* *PROJECT REPORTING*
Task 10.0 **Review Financial Management**	**Task 15.0** **Review Food Services**	**Task 19.0** **Prepare Initial Draft Report, Exposure Draft Report, and Final Report**
Task 11.0 **Review Purchasing, Warehousing, and Fixed Assets**	**Task 16.0** **Review Technology Management**	
Task 12.0 **Review Costs of Educational Service Delivery and Management**	**Task 17.0** **Review Transportation**	*PHASE IV –* *INTERIM REPORTING* **Task 18.0** **Conduct an Interim Briefing Session on Proposed Findings and Recommendations**
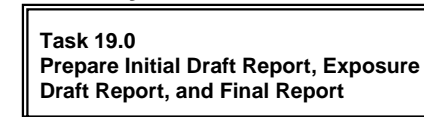
EXHIBIT 1-2
TIMELINE FOR THE EFFICIENCY REVIEW OF
PRINCE WILLIAM COUNTY SCHOOLS

TIME FRAME	ACTIVITY
October 2006	■ Finalized contract with Virginia.
	■ Designed tailor-made, on-line surveys for central office administrators, principals, and teachers.
	■ Collected and analyzed existing and comparative data available from the school division.
	■ Produced profile tables of Prince William County Schools.
	■ Disseminated surveys to administrators and teachers.
January 30 - 31, 2007	On-site visit with Prince William County Schools.
	■ Conducted diagnostic review.
	■ Collected data.
	■ Interviewed School Board members.
	■ Interviewed central office administrators.
February 2007	Analyzed collected data.
	Tailored review guidelines and trained MGT team members using findings from the above analyses.
Weeks of February 19th and 26th, 2007	Conducted formal on-site review, including school visits.
February – March 2007	Requested additional data from the school division and analyzed data.
	Prepared Draft Report.
March 2007	Submitted Draft Report.
April 2007	Revised Draft Report
June 2007	Submitted Final Report

■ Identify the level and effectiveness of externally imposed work tasks and procedures.

■ Identify both exemplary programs and practices as well as needed improvements.

■ Document all findings.

■ Present straightforward and practical recommendations for improvements.

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

Review of Existing Records and Data Sources

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

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

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

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

Diagnostic Review

A diagnostic review of Prince William County Schools was conducted on January 30 and 31, 2007. MGT consultants interviewed central office administrators, School Board members, and county personnel concerning the management and operations of Prince William County Schools.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three on-line surveys were prepared and disseminated in January 2007. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of Prince William County Schools. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

PWCS staff was given from January 23, 2007 through February 21, 2007 to respond. The PWCS response rates for the three surveys were as follows: 70 percent of central

office administrators returned a survey, as did 58 percent of principals and assistant principals, and 31 percent of teachers. MGT provides a comparison of all survey responses among the three employee groups, as well as, a comparison of all PWCS district and school administrators and teachers to similar groups in the more than 40 divisions where we have conducted similar surveys.

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

Conducting the Formal On-Site Review

A team of seven consultants conducted the formal on-site review of Prince William County Schools during the weeks of February 19 and 26, 2007. As part of our on-site review, we examined the following PWCS systems and operations:

- Division Organization and Management
- Financial Management, Purchasing and Cost of Education Services
- Human Resources Management
- Facilities Use and Management
- Transportation
- Technology Management
- Food Service Management

Prior to the on-site review, each team member was provided with an extensive set of information about PWCS operations. During the on-site work, team members conducted detailed reviews of the structure and operations of Prince William County Schools in their assigned functional areas. The team made 41 school site visits to 32 different schools in PWCS.

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

1.3 *Comparisons to Other School Divisions*

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

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

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

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to, the cost per student for each major area, major drivers of costs, and ranking of costs. Prince William County Schools is identified in Cluster 3. PWCS and MGT selected the peer school divisions for the review. The Virginia public school divisions chosen for comparison were:

- Loudoun County Public Schools.
- Chesterfield County Public Schools.
- Virginia Beach City Public Schools.
- Fairfax County Public Schools.

Exhibits 1-3 through **1-15** illustrate how the comparison school divisions compare to Prince William County Schools in terms of enrollment, demographics, staffing, and funding for the most current school year available from the Virginia Department of Education's Web site.

**EXHIBIT 1-3
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION*	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED**	TOTAL NUMBER OF SCHOOLS**
Prince William County	**3**	**68,462**	**197.42**	**11.93%**	**25.2%**	**74**
Loudoun County	3	47,326	185.87	10.01%	10.5%	61
Chesterfield County	3	57,239	200.87	14.59%	17.3%	58
Virginia Beach City	3	74,313	172.48	13.94%	23.6%	80
Fairfax County	3	163,768	168.88	14.44%	17.3%	188
PEER DIVISION AVERAGE	**n/a**	**82,222**	**185.10**	**12.98%**	**18.8%**	**92**

Sources: *2005 Superintendent's Annual Report for Virginia*, Virginia Department of Education, Web site, 2007;
 *United States Census Bureau, 2005 Census Data; and
 **www.schoolmatters.com.

EXHIBIT 1-4
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Prince William County	**63.01**	**15.3**	**14.4**
Loudoun County	76.64	13.2	10.5
Chesterfield County	68.82	14.2	12.8
Virginia Beach City	72.66	14.0	11.3
Fairfax County	77.04	12.4***	11.4***
PEER DIVISION AVERAGE	**71.63**	**13.8**	**12.1**

Source: *2005 Superintendent's Annual Report for Virginia*, Virginia Department of Education, Web site, 2007.
*Ratios based on End-of-Year enrollments.
**Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades 6 - 8.
***Fairfax County data include Fairfax City.

EXHIBIT 1-5
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Prince William County	**6.67%**	**31.66%**	**4.02%**	**45.29%**	**2.89%**	**9.46%**
Loudoun County	4.24%	9.54%	1.43%	50.77%	1.65%	32.37%
Chesterfield County	8.53%	36.41%	4.67%	40.40%	3.96%	6.04%
Virginia Beach City	9.43%	38.25%	8.57%	41.01%	2.58%	0.16%
Fairfax County	6.50%	10.75%	3.62%	68.06%	5.31%	5.76%
PEER DIVISION AVERAGE	**7.07%**	**25.32%**	**4.46%**	**49.11%**	**3.28%**	**10.76%**

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

**EXHIBIT 1-6
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR***

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Prince William County	**64,882.12**	**3.29**	**63.01**	**0.00**	**6.90**	**3.98**
Loudoun County	44,171.24	3.62	76.64	3.01	15.69	4.87
Chesterfield County	55,801.44	3.09	68.82	0.23	12.19	4.05
Virginia Beach City	74,161.08	3.30	72.66	0.00	14.80	4.20
Fairfax County	164,159.08	3.24	77.04	0.21	11.75	5.01
PEER DIVISION AVERAGE	**80,634.99**	**3.31**	**71.63**	**0.69**	**12.27**	**4.42**

Source: *2005 Superintendent's Annual Report for Virginia*, Virginia Department of Education Web site, 2007.
*Ratios based on ADM.

**EXHIBIT 1-7
INSTRUCTION PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Prince William County	**112.31**	**583.59**	**138.29**	**37.24**
Loudoun County	59.96	372.25	28.10	17.00
Chesterfield County	18.31	450.66	49.18	0.00
Virginia Beach City	18.00	601.89	190.29	0.00
Fairfax County	128.46	2,032.70	328.27	124.00
PEER DIVISION AVERAGE	**67.41**	**808.22**	**146.83**	**35.65**

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

**EXHIBIT 1-8
ADMINISTRATION, ATTENDANCE
AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Prince William County	**58.11**	**115.80**	**131.90**
Loudoun County	27.08	169.26	116.39
Chesterfield County	22.33	95.47	65.74
Virginia Beach City	24.00	146.50	185.15
Fairfax County	74.00	664.99	321.50
PEER DIVISION AVERAGE	**41.10**	**238.40**	**164.14**

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

**EXHIBIT 1-9
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Prince William County	**7.96**	**92.70**	**75.80**
Loudoun County	4.00	19.00	39.00
Chesterfield County	3.00	54.49	35.70
Virginia Beach City	4.00	76.50	109.50
Fairfax County	27.00	575.61	14.91
PEER DIVISION AVERAGE	**9.19**	**163.66**	**54.98**

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

**EXHIBIT 1-10
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES AND SERVICE
Prince William County	**1.00**	**150.10**	**8.00**	**644.34**
Loudoun County	2.66	26.98	0.05	616.28
Chesterfield County	7.36	6.00	0.00	484.45
Virginia Beach City	1.00	14.50	16.00	649.73
Fairfax County	6.00	27.31	44.00	1,740.26
PEER DIVISION AVERAGE	**3.60**	**44.98**	**13.61**	**827.01**

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

EXHIBIT 1-11
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Prince William County	**$22,082,575**	**$334.33**
Loudoun County	$13,724,520	$309.46
Chesterfield County	$14,567,026	$259.50
Virginia Beach City	$21,859,248	$292.80
Fairfax County	$103,168,517*	$641.24*
PEER DIVISION AVERAGE	**$35,080,377**	**$367.47**

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

* Fiscal year 2004 is the first fiscal year that each locality comprising jointly-operated school divisions reported separate annual school reports.

EXHIBIT 1-12
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR

SCHOOL DIVISION	GRADES 7-12 ENROLLMENT	TOTAL DROPOUTS	DROPOUT PERCENTAGE
Prince William County	**31,398**	**892**	**2.84**
Loudoun County	19,725	165	0.84
Chesterfield County	27,133	503	1.85
Virginia Beach City	35,711	435	1.22
Fairfax County	77,787	1,235	1.59
PEER DIVISION AVERAGE	**38,351**	**646**	**1.67**

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

**EXHIBIT 1-13
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Prince William County	**70,777**	**14,114**	**19.94%**	**6,129**	**8.66%**	**28.60%**
Loudoun County	46,884	4,428	9.44%	2,039	4.35%	13.79%
Chesterfield County	40,179	6,870	17.10%	2,166	5.39%	22.49%
Virginia Beach City	73,277	15,087	20.59%	7,473	10.20%	30.79%
Fairfax County	161,090	22,932	14.24%	9,255	5.75%	19.98%
PEER DIVISION AVERAGE	**78,441**	**12,686**	**16.26%**	**5,412**	**6.87%**	**23.13%**

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

**EXHIBIT 1-14
GRADUATES BY DIPLOMA TYPE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Prince William County	**45.16%**	**47.90%**	**2.99%**	**0.00%**	**0.00%**	**1.79%**	**2.16%**	**3,975**
Loudoun County	33.61%	60.19%	1.78%	0.82%	0.11%	2.01%	1.49%	2,693
Chesterfield County	39.78%	54.66%	1.61%	0.69%	0.97%	0.69%	1.53%	3,919
Virginia Beach City	41.30%	50.34%	4.45%	0.12%	0.10%	2.59%	0.49%	4,901
Fairfax County	33.65%	61.44%	1.22%	0.03%	0.61%	1.13%	1.92%	11,530
PEER DIVISION AVERAGE	**38.70%**	**54.91%**	**2.41%**	**0.33%**	**0.36%**	**1.64%**	**1.52%**	**5,404**

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

**EXHIBIT 1-15
GRADUATES BY CONTINUING EDUCATION PLANS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR-YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS	TOTAL GRADUATES AND COMPLETERS BY CONTINUING EDUCATION PLANS
Prince William County	**33.71%**	**46.04%**	**3.52%**	**13.08%**	**2.97%**	**0.68%**	**3,975**
Loudoun County	29.22%	56.18%	4.72%	4.90%	1.78%	3.19%	2,693
Chesterfield County	22.94%	51.77%	5.21%	16.46%	3.32%	0.31%	3,919
Virginia Beach City	26.69%	49.95%	7.75%	5.65%	3.88%	6.08%	4,901
Fairfax County	23.42%	64.71%	3.50%	3.97%	0.93%	3.47%	11,530
PEER DIVISION AVERAGE	**27.20%**	**53.73%**	**4.94%**	**8.81%**	**2.57%**	**2.75%**	**5,404**

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

1.4   *Overview of Final Report*

MGT's final report is organized into nine chapters. **Chapters 2.0** through **9.0** present the results of the School Efficiency Review of Prince William County Schools. Findings, commendations, and recommendations are presented for each of the operational areas of the school division which we were required to review. In each chapter, we analyze each function within the school division based on the current organizational structure. The following data on each component are included:

■   Description of the current situation in Prince William County Schools.

■   A summary of study findings derived from various data sources and through site visits.

■   MGT's commendations and recommendations for each finding.

■   Implementation strategies and a completion timeline for each recommendation.

■   A five-year fiscal impact for recommended costs or cost savings which are stated in 2006-07 dollars.

We conclude this report with a summary of the fiscal impact of our study recommendations in **Chapter 10.0**.

2.0 DIVISION ADMINISTRATION

2.0 DIVISION ADMINISTRATION

In this chapter the findings and recommendations for the overall organization of Prince William County Schools (PWCS) are presented. The major sections of the chapter include:

CHAPTER SUMMARY

Contained within this chapter are commendations for actions and activities associated with division management, including:

■ The Prince William County Schools School Board, superintendent, administration, and staff are commended for developing a comprehensive meeting agenda information packet that is provided electronically to members of the School Board and for posting the agenda and meeting actions summary on the Web site.

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

■ PWCS has a model strategic plan that is fully developed with a revision cycle and institutionalized procedures for monitoring and holding personnel accountable for assigned elements.

■ PWCS is commended for participating successfully in the Malcolm Baldrige project and expanding to Baldrige in the Classroom at the elementary school level.

■ The PWCS Board, administration, and schools are commended for developing a comprehensive business partnership program.

■ The PWCS Board and administration are commended for developing a division Web site that represents a best practice in its format, ease of access, and comprehensive content.

The following recommendations are contained in this chapter:

■ Provide fire-rated storage for the CD copy of valuable School Board meeting records.

■ Develop and implement a School Board member local orientation and development program.

- Develop and implement an annual School Board self-assessment system.

- Establish and adopt a policy to govern Board member requests for information from the administration and include in the Friday report to the Board a list of members' requests and contacts for the week, along with time involved.

- Eliminate the Board deputy clerk position.

- Review and update the policy manual provisions as required by Virginia code and assign oversight for all updating to the proposed paralegal position.

- Update the Virginia code required policy provisions.

- Establish an office of legal services staffed with a paralegal position and combine it with a division-based equity function assigned to the human resources department.

- Contract for independent legal counsel to the superintendent and administration to provide services when the situation requires representation separate from Board counsel.

- Establish an ombudsman position assigned in the superintendent's office.

- Reorganize the Prince William County Schools central office.

- Establish a staffing ratio of one to 18 schools for area associate superintendent positions and employ one additional position.

- Restructure the superintendent's senior staff meeting to reduce the amount of meeting time.

- Assign approval of field trips and other similar management tasks to the principals.

- Reorganize the educational foundation.

- Complete the communications review and finalize the draft communications audit response plan and proceed with implementation.

- Develop a site-based manual for principals.

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

■ Review and redefine site-based management responsibilities of principals to exclude functions that can be managed at the division level with greater efficiency.

2.1   *Introduction and Legal Foundation*

Conditions in Prince William County Schools of importance to this review include:

■ A new superintendent of schools employed in July 2005 and following a successful, long term, popular leader.

■ Continued rapid increases in student enrollment, one of the fastest growing areas in the country.

■ A growing population of non-English speaking students along with a shortage of Speakers of Other Languages (SOL) personnel.

■ Continuing difficulties securing adequate resources to meet the current demands to educate an increasingly diverse student population.

■ Increasing student learning.

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

2.2   *School Board Governance*

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

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

EXHIBIT 2-1
PRINCE WILLIAM COUNTY SCHOOLS
SCHOOL BOARD MEMBERS
FEBRUARY 2007

NAME	TITLE	TERM EXPIRES	YEARS OF SERVICE AS OF END OF 1/31/07	OCCUPATION
Lucy Beauchamp	Chair	12/31/07	15.5	Belmont Bay Science Center Administrator
Michael Otaigbe	Vice Chair	12/31/07	3	College Administrator
Betty Covington	Member	12/31/07	3	Retired Educator
Milton Johns	Member	12/31/07	3	Attorney
Grant Lattin	Member	12/31/07	3	Attorney
Julie Lucas	Member	12/31/07	5.3	Business Owner
Denita Ramirez	Member	12/31/07	3	Administrator – Salvation Army
Donald Richardson	Member	12/31/07	6.4	Engineer

Source: PWCS Superintendent's Office, the Clerk of the Board and PWCS Web site, 2007.

Regular School Board meetings are held on the first and third Wednesdays, and second Thursday of each month at 6:30 p.m. in the School Board meeting room, 14800 Joplin Road, Independent Hill, that easily accommodates the public. Regular meeting locations, dates, and times are posted on the PWCS Web site and advertised as required by law. Closed session meetings are held prior to the regular meeting unless otherwise noted. Special meetings if required are advertised in advance through local media. Electronic Board agendas are available on-line and the public is welcome to attend all regular meetings. Citizens wishing to address the School Board are requested to notify the Board clerk in writing, by telephone, or by e-mail prior to 12:00 noon of the meeting day and provide their name, address, telephone number, and topic to be addressed.

Closed meetings may include:

- Discussion of individual personnel.

- Student issues.

- Negotiations of material terms for purchase of property or a specific contract for employment.

- Attorney-client privilege as relates to litigation preparation and execution.

- Other matters as permitted under Commonwealth of Virginia law.

Minutes of all regular meetings are recorded by the School Board clerk, transcribed and School Board approved at the next regular meeting. *Board Briefs* contain a summary of the actions by the Board and are published on the Web site. Minutes are not maintained for closed meetings; rather, the Board clerk prepares a record of motions and related

votes. Minutes and supplementary data are stored electronically on an office standalone computer, with a backup copy on a CD, and paper copies in a secured, non-fireproof storage area.

FINDING

The meeting agenda is comprehensive and provides for public, administrative, and Board member input. The School Board meeting agenda and approved meeting minutes are now posted on the division's Web site, which provides the public a convenient way to view topics for consideration by the School Board.

Approximately two weeks prior to the School Board meeting, the superintendent and the School Board chair begin developing the agenda in collaboration with division staff. Information is compiled and provided to the School Board clerk to include in each School Board meeting agenda and supporting agenda packet.

The School Board meeting agenda typically may be organized into the following sections and a closed meeting provision included if needed:

- Call to Order
- Motion to Enter Closed Meeting (if needed)
- Closed Section Action Items
- Closed Session Certification
- Invocation/Pledge of Allegiance to the Flag
- Presentations
- Approval of Agenda
- Adoption of Consent Agenda
- Citizen Comments
- Superintendent's Time
- Board Matters
- Adjourn
- Work Session (if scheduled)
- Work Session Adjourn

Following preparation of a proposed or draft agenda, and organization of supporting documents, the School Board clerk creates a final hardcopy and electronic version of the School Board meeting agenda and packet with the electronic version available to Board members two weeks prior to the regular meeting with closed session items one week prior to a closed session meeting.

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

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

COMMENDATION 2-A:

The Prince William County Schools School Board, superintendent, administration, and staff are commended for developing a comprehensive meeting agenda information packet that is provided electronically to members of the School Board and for posting the agenda and meeting actions summary on the Web site.

FINDING

Important School Board meeting records and supporting documentation (supplemental minutes) are prepared by the Board clerk and placed in a regular storage cabinet that is not fire rated with a backup copy on a CD. The CD is stored in a desk and the original electronic copy on the desktop computer's hard drive.

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

RECOMMENDATION 2-1:

Provide fire-rated storage for the CD copy of valuable School Board meeting records.

The implementation of this recommendation should result in purchasing one fire-rated lockable storage cabinet. This cabinet should be used to store the CD records that have not yet been placed in the division vault for permanent storage. This recommendation should ensure that important records of Board actions would not be lost in the event of a severe catastrophe.

FISCAL IMPACT

This recommendation could be accomplished by purchasing one small, lockable fire-rated safe-box. Office supply and stores such as Office Depot, Staples, Wal-Mart, K-Mart and others offer a safe-box that can easily contain over 100 CDs at less than $70. The total one-time cost for implementation of this recommendation should be $70. This recommendation can be accomplished with an estimated two clerical hours.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Purchase One Small, Lockable Fire-Rated Safe-Box	($70)	$0	$0	$0	$0

FINDING

Board policy 104.01, Orientation of School Board Members, reflects the requirements of Virginia code and supports active member involvement in training activities; however, no evidence that a local, formalized new Board member orientation program has been developed for repeated use following each election with a limited exception of the Board chair conducting new member orientation in past years.

Following their election, all Board members have received correspondence from the superintendent providing copies of documents as required by Commonwealth law. Additionally the Board chair meets over a period of weeks with new Board members and has involved the superintendent, attorney, and others in the process. The chair, who has been responsible for the current orientation process, will retire in December 2007, and no official program is available to guide future new member orientation.

VSBA records indicate Board and superintendent involvement in state-level training and other meetings. All Board members and the superintendent are involved in training and conferences offered by the Virginia School Board Association (VSBA) and other activities. The newest members have been involved in the VSBA orientation for Board members.

RECOMMENDATION 2-2:

Develop and implement a School Board member local orientation and development program.

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

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

- Policy development.

- Effective community and media relations.

- Use of technology in carrying out Board responsibilities.

- Boardmanship.

- Effective committee development and work.

- Development of strategies designed to enhance relationships with other governmental bodies.

- A review of the division's planning documents and related processes for their development/updating.

- A review of the division's budget and associated development and adoption time-lines.

- Other local items that are deemed important to include.

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

A Board Development Program can be developed in conjunction with the VSBA. An additional resource for Board development can be secured from NSBA.

FISCAL IMPACT

The cost of this recommendation cannot be estimated until the program is designed and decisions are made as to where training services are to be obtained; however, the program can be developed and implemented by the division at no additional cost by obtaining information from VSBA that outlines the topics to be presented. Staff time for accomplishing this recommendation could involve an estimated 20 hours of administrative time, four hours clerical time, and Board discussion and approval at a minimum of two meetings.

FINDING

The School Board does not engage in a formal self-assessment process, yet approximately every other year they have conducted work sessions, lead by a facilitator, for discussions of Board effectiveness.

Various tools/instruments have been employed in the discussion but no official regular self-assessment process has been adopted and employed. Best practices suggest that completion of self-assessment instrument(s) with results provided to a facilitator prior to work session discussions as a means to guide preparations, can lead to a more effective process.

RECOMMENDATION 2-3:

Develop and implement an annual School Board self-assessment system.

Providing feedback, both formally and informally, is fundamental in any improvement process. Structured feedback, in the form of an evaluation instrument can supplement honest, ongoing dialogue and discussion. Governing boards in any organization can improve their performance through a formal self-evaluation in addition to an informal feedback process. Implementing this recommendation can be a significant step toward supporting Board accountability, providing a medium for reporting governance activity, and setting governance improvement goals.

Exhibit 2-2, Sample Board Self-Assessment Instrument, provides one example of a self-assessment instrument used by the Board of Directors of some private corporations.

EXHIBIT 2-2
SAMPLE BOARD SELF-ASSESSMENT INSTRUMENT

Meeting Evaluation

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

Adequate   Needs Improvement

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

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

Source: Created by MGT of America, 2005.

This assessment could be completed on-line and submitted in advance of the sessions to the facilitator of the Board work sessions and the results utilized to guide a discussion of Board effectiveness.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division. Staff time for accomplishing this recommendation could involve an estimated six hours of administrative time, two hours clerical time, and Board discussion and approval at a minimum of two meetings.

FINDING

Requests to the superintendent from individual Board members account for a substantial time commitment often resulting in detracting the executive officer from important responsibilities.

A review of call logs, administrative notes, and other documents showed that on some days and weeks the superintendent committed as much as several hours to Board member calls and resulting activity, all unplanned. Consultants were unable to identify a process adopted and practiced by the Board that streamlines requests for information or actions on the part of the superintendent. A continuation of this practice prevents the executive officer from focusing on important other responsibilities.

The development of a policy to govern Board member requests for information from the administration, and to include in the Friday report to the Board a listing of members' requests and contacts for the week, along with time involved, can provide an institutionalized method for minimizing the impact on the executive's time.

RECOMMENDATION 2-4:

Establish and adopt a policy to govern Board member requests for information from the administration and include in the Friday report to the Board a list of members' requests and contacts for the week, along with time involved.

Implementation of these recommended actions should serve three purposes, including:

- Guiding requests for information to ensure that the majority of requests are sanctioned by the Board and its adopted policy.

- Providing information to the full Board that allows them to assess the impact of their individual requests to the superintendent.

- Ensuring that the full Board is providing the superintendent adequate latitude and time to carry out essential responsibilities.

A policy designed to guide the Board in its requests to support effective administration should include the following conditions:

- Request information or administrative action as a result of Board majority vote, not as an individual, unless the information is readily available and will not redirect staff time, or the situation is time-critical.

- Request information and data gathered by district staff that helps the member make a better informed decision about policies affecting student achievement.

- Use data and information to represent all constituents honestly and equally, showing no allegiance to special interest or partisan political groups.

- Avoid using the Board position and the information and data supplied for personal gain, political purposes, or unnecessary personal publicity.

- Recognize that decisions can be made only by a majority vote at a Board meeting after the Board has had adequate time to review all the data and information.

- Respect the confidentially of privileged information.

- Abide by majority decision of the Board, while retaining the right to seek changes through ethical and constructive channels.

- Violations of this policy will be considered official misconduct.

Requests for data/information and actions from members of the Virginia Board of Education should be made to the Board chair in writing and should include the reason describing:

- Why the data/information or actions are being requested.

- How the request relates to current goals and issues before the Board.

- How the release of data/information will assist the Board.

- How the request for data/information or actions relates to Board governance.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost to the division. Staff time for accomplishing this recommendation could involve an estimated four hours of administrative time, two hours clerical time, and Board discussion and approval at a minimum of two meetings.

FINDING

The School Board office of the clerk is staffed with Board clerk, deputy clerk, and clerical positions; the assigned work could be completed by two positions, a Board clerk and one administrative assistant position and result in cost savings.

Consultants observed and office personnel confirmed that a number of tasks were being accomplished or handled through the Board's office that could be assigned to division administrative offices and completed by other personnel or more effectively handled by another designated position (see **Recommendation 2-10**). These tasks included such matters as: preparation and dispersing of student disciplinary information; scheduling student hearings; human resources related actions; receipt, coordination, and follow-up of various complaint calls including student disciplinary matters, issues with employees; and other administrative related situations.

If continued, the current staffing pattern cost will increase with inflation. Once Board deputy clerk the position is eliminated, periods of time with work overloads could be handled by assistance from the clerical position assigned to the superintendent's office.

RECOMMENDATION 2-5:

Eliminate the Board deputy clerk position.

Implementation of this action should result in the reassignment of many of the inquiries that are directed to the Board office that can readily be handled by other administrative or administrative support personnel within the division. Additionally, this action can result in increasing the efficiency of the Board office.

During periods of workload excesses the clerical position assigned to the superintendent's office can assist the Board office personnel to ensure the timely completion of those tasks or activities.

FISCAL IMPACT

This recommendation can be implemented at an annual savings of $74,216. This saving is based on the deputy clerk salary of $54,172 plus the 37 percent cost of fringe benefits of $20,044 for a total first-year savings of $74,216 and a five-year savings of $371,080.

Staff time for accomplishing this recommendation could involve an estimated six hours of administrative time, two hours clerical time, and Board discussion and approval at a minimum of one meeting.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Deputy Clerk Position	$74,216	$74,216	$74,216	$74,216	$74,216

2.3 Policies and Procedures

The development of policy and procedures constitutes the means by which an organization can communicate expectations to its constituents, ensure internal consistency of practice, and establish limits for executive authority as provided by law. Policy and procedures, therefore, reveal the philosophy and position of the School Board and should be stated clearly enough to provide for executive or staff direction.

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

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

- The selection and evaluation of all instructional materials purchased by the division, with clear procedures for handling challenged controversial materials.

- Standards of student conduct and attendance, and related enforcement procedures.

■ School-community communications and involvement.

■ Guidelines to encourage parents to provide instructional assistance to their children.

■ Information about procedures for addressing school division concerns with defined recourse for parents.

■ A cooperatively-developed procedure for personnel evaluation.

■ Grievance, dismissal procedures, and other procedures as prescribed by the General Assembly and School Board.

Each division school and the public library has a copy of the PWCS policy manual. The policy manual has been placed online; however, the hardcopy maintained in the superintendent's suite is the official copy.

The policies have been codified using a numeric system as reflected in **Exhibit 2-3**. The policy manual is composed of 10 chapters or major classifications, each containing a detailed table of contents. Individual policies are coded within these chapters. The manual contains an alphabetical subject and topical indices in the front of the document following an overall table of contents. The Web site provides search by topic, policy number, or chapter, and is user friendly.

Exhibit 2-3 presents the PWCS policy manual classifications (chapters), titles, and policy codes.

EXHIBIT 2-3
PRINCE WILLIAM COUNTY SCHOOLS
SCHOOL BOARD ORGANIZATION OF POLICY HANDBOOK

CLASSIFICATION	SECTION TITLES	POLICY CODES
000	Foundations and Basic Commitments	003-063
100	School Board Governance and Operations	101-180
200	General School Administration	210-296
300	Fiscal Management	300-396
400	Support Services	401.01-494
500	Human Resources	501-595
600	Instruction	600-690.06
700	Students	701-795
800	Facilities Development	801-891
900	Community Relations	900-991.01

Source: PWCS School Board Policy Manual, 2007.

FINDING

Exhibit 2-4 shows the revision status of PWCS School Board policies. The majority of provisions in the policy manual have not been reviewed or adopted within the required time limits of Commonwealth law.

EXHIBIT 2-4
PRINCE WILLIAM COUNTY SCHOOLS
BOARD POLICIES REVISION STATUS
FEBRUARY 2007

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:			
			PRIOR to 2001	2001-02	2002-04	2004-06
000	Foundations and Basic Commitments	12	1		11	
100	School Board Governance and Operations	33	4	2	24	3
200	General School Administration	30	20		10	
300	Fiscal Management	18	2		16	
400	Support Services	43	21		22	
500	Human Resources	46	4	1	1	1
600	Instruction	41	25	1	12	4
700	Students	36	18	1	6	11
800	Facilities Development	9	7	1	1	
900	Community Relations	15	13		2	
TOTALS		**283**	**153**	**6**	**105**	**19**

Source: PWCS Board Policy Manual, 2007.

Failure to bring policies up to date can result in actions contrary to Virginia code and other controlling regulations. This condition could result in expensive litigation as well.

The VSBA service is one effective way for providing usable updates and bringing the manual into compliance.

RECOMMENDATION 2-6:

Review and update the policy manual provisions as required by Virginia code and assign oversight for all updating to the proposed paralegal position.

Implementation of this recommendation should be accomplished as soon as possible to ensure that all policy provisions are consistent with Virginia code and other controlling regulations. The School Board has a membership in the VSBA that could also include the policy update service. The proposed paralegal assigned to the human resources department office should be assigned coordination responsibilities and ensure that all updates are properly prepared for review by the superintendent's executive staff in preparation for submission to the School Board.

While the VSBA coding system differs from that used by PWCS, the updated policy provisions could be easily encoded to match the division's manual and, once approved by the Board, incorporated. Upon contracting with VSBA the division should receive a complete VSBA model manual that can serve to guide policy review and development processes and will minimize the quantity of administrative and clerical support time necessary to complete the process.

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

FISCAL IMPACT

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

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

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Purchase Policy Update Service from VSBA	($3,480)	($3,480)	($3,480)	($3,480)	($3,480)

FINDING

School Board policies are codified in a numerical system as previously noted in **Exhibit 2-3**. Virginia Statute 22.1-253.13:7 provides for a variety of policy provisions that the School Board must address and include in its policy manual. **Exhibit 2-5** shows state required provisions that are addressed in the current policy manual along with the specific code. As can be seen, PWCS is in compliance with the requirement to adopt related provisions; however, some provisions have not been recently reviewed and 571 is not in compliance with the intent of the code.

Failure to bring policies up to date can result in actions contrary to Virginia code and other controlling regulations. This condition could result in expensive litigation as well.

The VSBA service is one effective way for providing usable updates and bringing the manual into compliance.

EXHIBIT 2-5
VIRGINIA REQUIRED POLICY TOPICS
AND RELATED PRINCE WILLIAM COUNTY SCHOOL BOARD POLICIES

VIRGINIA REQUIRED TOPIC	PWCS APPLICABLE POLICY
Selection and evaluation of all instructional materials	653
Process for parents to address concerns related to the division	940
System of two-way communication between employees and School Board	506
Cooperatively developed personnel evaluation procedures	571 (does not include "cooperative" development)
Grievance, dismissal, and other procedures	282, 282.01, 282.03, 282.04, 572
Standards of student conduct and attendance	701, 720, 730
School-community communications and involvement	950
Guidelines encouraging parents to provide instructional assistance to their children	664
Procedures for handling challenged and controversial materials	653.03

Source: PWCS School Board Policy Manual, 2007.

RECOMMENDATION 2-7:

Update the Virginia code required policy provisions.

Implementation of this recommendation should be the first order of policy, and result in full compliance with Virginia code.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to the division. Staff time for accomplishing this recommendation can not be accurately estimated until a plan for coordination of implementation is established; however, the time involved would be included with the accomplishment of **Recommendation 2-6**.

2.4   *Legal Services*

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

Virginia code (22.1-82) provides authority for the School Board to:

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

Legal services are obtained through the local firm of Blankenship & Keith, PC in an appropriately styled June 2006 retainer agreement with the School Board. This agreement provides a fee structure and describes services and conditions under which other firms may be secured.

FINDING

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

Exhibit 2-6 shows PWCS legal expenses as reported to MGT consultants for years 2004-06.

**EXHIBIT 2-6
PRINCE WILLIAM COUNTY SCHOOLS
LEGAL EXPENSES
2004-2006**

VENDOR	2004	2005	2006
Retained Firm	$305,282	$373,513	$493,405
Reed Smith, LLP	58,286	98,591	137,310
Smithy & Davenport	128,359	98,240	56,950
Other Costs	59,445	60,638	65,159
Total	**$551,372**	**$650,982**	**$752,824**

Source: PWCS Office of the Superintendent, 2007.

While PWCS legal expenses increased over the three-year period, when compared to other school systems reported in the MGT database, PWCS expenses compare very favorably. MGT's database shows that legal services in other districts/divisions typically range from a low of $3.70 to over $14.92 with some as high as $60 on a per student basis. With an enrollment of 70,683, PWCS is spending approximately $10.65 per student. This calculation includes the legal expenditures for a substantial capital projects program.

COMMENDATION 2-B:

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

FINDING

While costs for legal services are well within an acceptable range there are some actions that should be considered that could reduce the fiscal impact of the cost of services.

Many school systems with comparable or lesser enrollments have established in-house legal services departments with resulting savings in expenses for routine legal activity such as contract review, personnel matters, EEO and ADA related issues, and routine administrative consultation. MGT's interview with legal counsel and review of legal expenses suggests that the establishment of an office of legal services staffed by a paralegal and combined with a division-based equity function could result in reducing overall costs for related services and assist in avoiding expensive litigation and grievance procedures (see Chapter 4.0, Human Resources, for a companion discussion recommendation).

RECOMMENDATION 2-8:

Establish an office of legal services staffed with a paralegal position and combine it with a division-based equity function assigned to the human resources department.

The implementation of this recommendation should result in the employment of a paralegal with responsibilities developed by the superintendent's executive staff in collaboration with the School Board retained counsel. Responsibilities should, minimally,

include such matters as routine contracts review, personnel matters including grievances and complaints review, EEO and ADA related issues, and routine administrative consultation.

Additionally, implementation of this recommendation should include the periodic assessment of the legal services to ensure that client needs are being met at the most optimum cost possible. This analysis should include establishment of a decision-point for determining when an in-house administrative attorney should be employed.

FISCAL IMPACT

This recommendation can be accomplished at a first-year cost of $45,900 and an estimated five-year savings of $130,500. This is calculated on the basis of a salary of $70,000 plus fringe benefits cost of $25,900 for a total of $95,900. It is estimated that the employment of a paralegal can reduce current legal expenditures to the retained outside firm by approximately 10 percent or $50,000 the first year and up to $140,000 annually, thereafter.

Estimated time to implement this recommendation could include 30 hours of administrative time, including time for interviewing candidates, and an estimated 10 hours of clerical time.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ A Paralegal Position	($95,900)	($95,900)	($95,900)	($95,900)	($95,900)
Reduce Cost of Outside Firm	50,000	140,000	140,000	140,000	140,000
TOTAL	**($45,900)**	**$44,100**	**$44,100**	**$44,100**	**$44,100**

FINDING

The School Board does not have approved provisions for the superintendent to employ legal counsel when the need arises resulting in uncertainly as to where to obtain necessary representation.

Generally School Boards approve provisions that establish the procedures for placing an outside attorney or legal firm under retainer contract to the administration to provide specialized counsel as the need arises. Such situations can occur when the School Board must hear and act upon a challenged adverse personnel recommendation from the superintendent. This situation can arise in other situations as well and the Board's attorney cannot provide representation.

A more effective approach is to have approved provisions of when contact with independent legal counsel is warranted.

RECOMMENDATION 2-9:

Contract for independent legal counsel to the superintendent and administration to provide services when the situation requires representation separate from Board counsel.

Implementation of this recommendation should be implemented as a measure to ensure efficient identification of counsel for the administration when the need arises.

By providing counsel through a retainer agreement that provides only for compensation when the attorney is called upon, extra expenses are not incurred and the administrative staff does not have to expend additional time locating representation suited to the situation.

FISCAL IMPACT

The fiscal impact cannot be determined due to unknown circumstances, yet this should be a savings to the division. Estimated time to implement this recommendation could include 30 hours of administrative time, including time for interviewing candidates, and an estimated four hours of clerical time.

2.5   Organization and Management

Section 2.4 reviews the PWCS organization, decision making, management, planning and accountability, public information, and school organization and management functions.

2.5.1   Division Organization

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

Prince William County Schools has three primary layers within the central office. These minimum layers facilitate communication of information and decisions through the system and to its public; however, they create special challenges because of some broad spans of control. The new superintendent has reorganized the central office and this review has taken recent reorganization actions into consideration.

As shown in **Exhibit 2-7**, PWCS is a relatively traditional organization with the three primary layers of central office authority under the superintendent: the deputy superintendent, eight associate superintendents, and a series of directors and supervisors, and the principals. For a school system with an enrollment of over 70,000 that is increasing, this represents, in MGT's experience, a conservatively structured organization.

EXHIBIT 2-7
PRINCE WILLIAM COUNTY SCHOOLS
CURRENT ORGANIZATION STRUCTURE
FEBRUARY 2007

SCHOOL BOARD

Superintendent

Clerk

Deputy Superintendent — **Supervisor for Quality Systems**

Deputy Clerk

Associate Superintendent for Area I

Area I Schools

Alvey ES	Mullen ES
Battlefield HS	Pace West Special
Buckland Mills ES	Pennington TS
Bull Run MS	Saunders MS
Ellis ES	Sinclair ES
Glenkirk ES	Stonewall Jackson HS
Hylton HS	Stonewall MS
King ES	Studley ES
Loch Lomond ES	Tyler ES
McAuliffe ES	West Gate ES
Mountain View ES	

Associate Superintendent for Area II

Area II Schools

Bel Air ES	Marsteller MS
Beville MS	Marumsco Hills ES
Brentsville HS	Minnieville ES
Bristow Run ES	Neabsco ES
Cedar Point ES	Nokesville ES
Dale City ES	Parks ES
Enterprise ES	Vaughan ES
Graham Park HS	Victory ES
Godwin MS	Woodbridge MS
Kerrydale ES	Woodbine PS

Associate Superintendent for Area III

Area III Schools

Ann Ludwig/PACE East	Penn ES
Bennett ES	Porter ES
Benton MS	Potomac HS
Coles ES	Potomac MS
Featherstone ES	Rippon MS
Freedom HS	River Oaks ES
Independent Hill Special	Signal Hill ES
Leesylvania ES	Springwoods EE
Marshall ES	Westridge ES
Osbourn Park HS	Williams ES
Parkside MS	Yorkshire ES

Associate Superintendent for Area IV

Area IV Schools

Antietam ES	Lynn MS
Ashland ES	Montclair ES
Belmont ES	Occoquan ES
Dumfries ES	Old Bridge ES
Forest Park HS	Pattie ES
Graham Park MS	Potomac View ES
Henderson ES	Rockledge ES
Kilby ES	Swans Creek ES
Lake Ridge ES	Triangle ES
Lake Ridge MS	Woodbridge JS

Associate Superintendent for Human Resources

Director of Human Resources

- Supervisor of Benefits
- Supervisor of Elementary and Spec. Ed. Personnel
- Supervisor of Classified Personnel
- Supervisor of Recruiting & Specialty Pgms
- Supervisor of Secondary Personnel

Associate Superintendent for Student Learning and Accountability

Director of Student Learning and Professional Development

- Curriculum Supervisors
- Curriculum Supervisor Career & Technical Education
- Supervisor of Instructional Technology
- Supervisor of Gifted Education & Special Programs
- Supervisor of Multicultural Education
- Supervisor of Title I
- Supervisor of Professional Development

Director of OSMAP

- Principals: New Dominion New Directions
- Supervisor of Alternative Education & Summer School

Director of Student Services

- Supervisor of Secondary Counseling and Support Services
- Supervisor of Elementary Counseling and Support Services
- Supervisor of Student Assistance and Prevention Programs
- Supervisor of School Health

Director of Accountability

- Supervisor of Testing
- Supervisor of Program Evaluation

Director of Special Education

- Supervisors of Special Education

Associate Superintendent for Finance and Support Services

Director of Financial Services

- Supervisor of Budget
- Supervisor of Financial Services
- Supervisor of Fiscal Operations
- Supervisor of Purchasing
- Supervisor of Supply Services

Director of Construction and Planning Services

- Supervisor of Planning
- Supervisor of Land Acquisition & CIP Planning
- Project Managers

Director of Transportation Services

- Supervisor of Bus Operations
- Supervisor of Transportation Planning

Director of Risk Management & Security Services

Director of Facilities Management & Security Services

- Supervisor of Facilities Management

Director of School Food and Nutrition Services

Associate Superintendent for Communications and Technology Services

Director of Information Technology Services

- Supervisor of Student Applications
- Supervisor of Business Applications
- Supervisor of Information Systems Support
- Supervisor of Network Services & Central Ops
- Imaging Center

Director of Communication Services

- Supervisor of Community Relations
- Supervisor of Media Production Services
- Education Foundation
- Business Partnerships

Source: PWCS office of the Superintendent, February 2007.

FINDING

The School Board clerk and the superintendent's office handle an excessive number of complaints resulting in diverting employees from their primary functions in order to ensure that related issues are effectively managed with appropriate follow-up.

MGT reviewed call logs, observed office activity, and interviewed personnel and determined that a large quantity of activity is related to the processing of complaints brought forward by Board members, parents, and other entities.

Continuing the current practice creates workload overloads in the Board office, in addition to the potential for fragmented handling of problems brought to the attention of the division.

Inquiries and problems brought to the attention of the Board and superintendent's offices could be effectively managed by an ombudsman position.

RECOMMENDATION 2-10:

Establish an ombudsman position in the superintendent's office.

Implementation of this recommendation should result in streamlining the division's processing and responding to complaints and other issues brought to the attention of the Board and administration. This position should serve three primary purposes: first, relieve the superintendent of numerous detailed telephone and e-mail communications related to solving routine problems and complaints; second, relieve the Board's office staff of similar responsibilities thus utilizing their time more appropriately; and third, provide a single point of control, thus permitting a better perspective on problem areas and related issues.

FISCAL IMPACT

This recommendation can be accomplished with funds from the transportation department's budget that are designated for a similar position but not yet employed. Estimated time to implement this recommendation could include 20 hours of administrative time, including time for interviewing candidates, and an estimated 10 hours of clerical time.

FINDING

Assignment of major responsibilities among the four department associate superintendents (student learning, human resources, finance and support services, and communications and technology) is well balanced; however, the accountability function is assigned to the student learning and accountability department rather than in a more neutral section of the organization.

MGT's experience suggests that both accountability and technology functions generally are located within an organization so as not to be unduly influenced by any specific department. The organizational placement of the technology functions meets this test; however, accountability does not. Additionally, there is a strong argument for organizing

strategic planning and accountability within one department or section of the organization, again to avoid the potential control of activity by one or more of the major departments, therefore, creating an imbalance in services. As shown in **Exhibit 2-7**, the deputy superintendent has a supervisor for quality systems as a direct report and responsible for Baldrige activity. Strategic planning activity is included in each department with overall coordination at the deputy level.

RECOMMENDATION 2-11:

**Reorganize the Prince William County Schools central office.**

Exhibit 2-8 shows the recommended realignment of functions and proposed organization for PWCS. Implementation of this recommendation should result in the following modifications to the current organizational plan and be consistent with the Board and superintendent's overall goals:

- Reassigns the accountability function and director position including all reports (testing and program evaluation) from the associate superintendent for student learning and accountability to the deputy superintendent.

- Changes the title of the associate superintendent for student learning and accountability to associate superintendent for student learning.

- The supervisor for quality systems is assigned to the director of accountability.

This restructuring accomplishes the following:

- Consolidates the accountability process within the deputy's office and outside the direct control of any of the four primary division departments (student learning, human resources, finance and support services, and communications and technology).

- Reduces the span of control of the associate superintendent for student learning and accountability by one position thus permitting more time to focus on the department's primary mission, student learning.

EXHIBIT 2-8
PRINCE WILLIAM COUNTY SCHOOLS
PROPOSED ORGANIZATION
FEBRUARY 2007
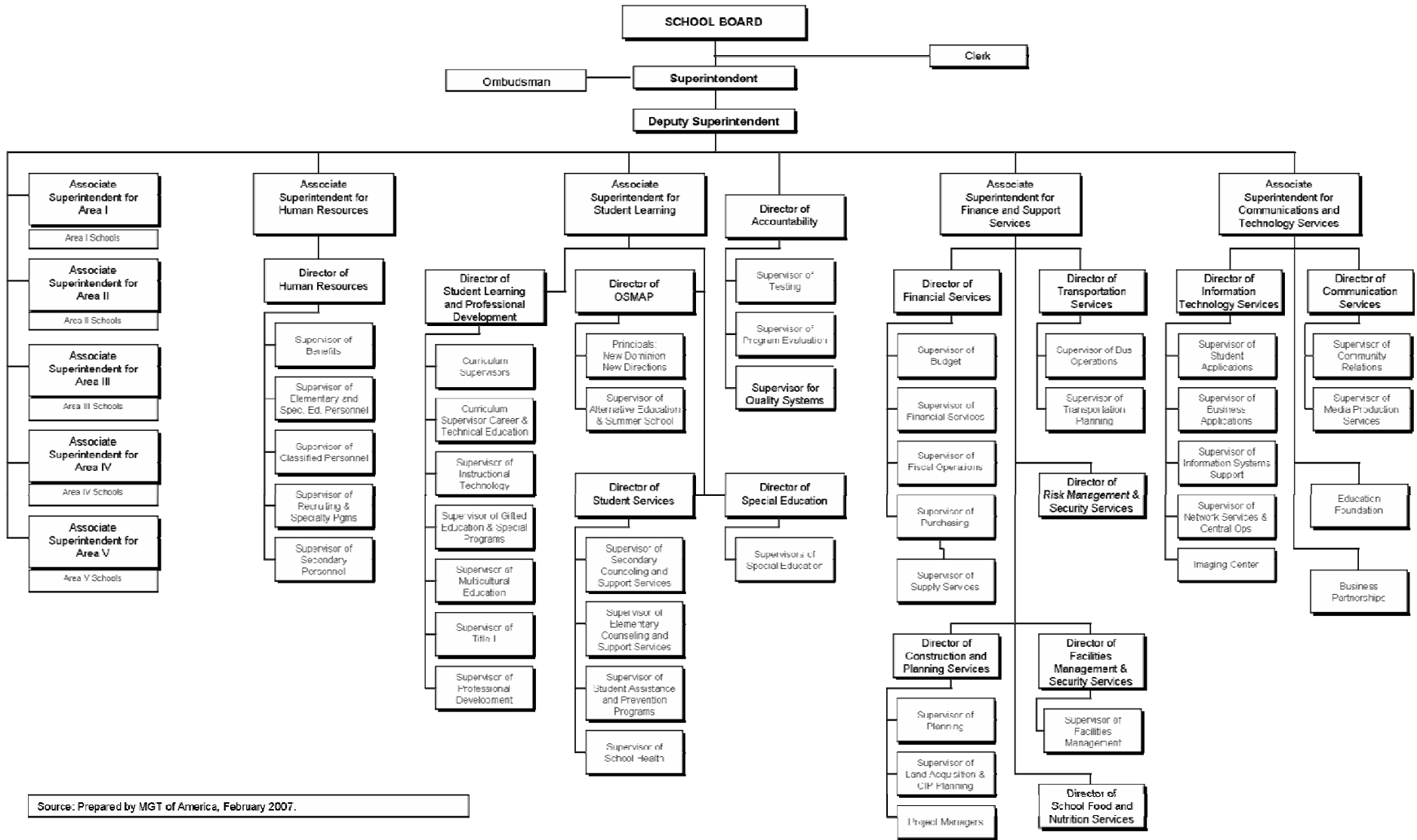
Source: Prepared by MGT of America, February 2007.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost to the division and with existing resources. However, due to the complexities of reorganizing sections and functions within a large organization it is impractical to project the needed staff time until the actual implementation plan is developed.

FINDING

The division does not have a policy that dictates a staffing formula for establishing the ratio of area associate superintendent positions to number of schools with the consequence that the average ratio is one area associate superintendent to 21.25 schools.

The responsibilities of the area associate superintendents have been considerably expanded by the addition of new schools and greater curriculum and learning support roles. An ideal ratio would be one per 15 schools; however, given fiscal constraints a ratio of one to 18 should be immediately considered.

Other Virginia school divisions (Roanoke City Schools, for example) have found that the workload ratios for professional personnel providing direct supervision of principals and responsible not only for their performance assessment but also for providing essential school improvement support is extremely important.

Additionally, when the factors of increasing numbers of new principals resulting from opening of new schools and the increasing attrition rate based on retirements and other causes represent other contributing factors. For example, for the current year (2006-07) ten new principals have already been employed. In 2005-06, nine, and in 2004-05 a total of 15, were new. These numbers do not reflect the transfers of principals to another school principalship assignment; such transfers account for another three changes per year.

Data on projected retirements indicates that these numbers will increase over the next five years further compounding the workloads of the area associates.

RECOMMENDATION 2-12:

Establish a staffing ratio of one to 18 schools for area associate superintendent positions and employ one additional position.

Implementation of this recommendation should result in the development and adoption of a policy or administrative procedure that prescribes the ratio of area associate superintendent to principals. The recommended ratio is 1 to 18 which should result in the employment of one additional area associate superintendent.

This action is justified because of the following conditions in PWCS:

- Current workload of area associate superintendents is 21.25 schools average per position.

- A principal attrition rate in excess of 10 percent annually and scheduled to increase as additional schools are opened and retirement numbers accelerate.

- Increasing emphasis on the area associates role in teaching and learning support.

- A principal performance assessment system that requires at least three primary evaluative conferences with each assigned principal in a formative evaluative mode and extensive follow-up on goal statement attainment.

FISCAL IMPACT

This recommendation can be accomplished at a first-year cost of $260,057. This is calculated on the basis of an associate superintendent salary set at the entry point in pay grade 22 of $143,223 plus fringe benefits cost of $52,996 for a total of $196,219 and one executive secretary II position at pay grade PG 8 entry level $35,283 plus fringe benefits of $13,055 for a total of $48,338. Establishing the office and related equipment costs can be estimated at a one-time expenditure of approximately $15,500 (two computers, one printer, two desks with chairs, small work table and four chairs, two file cabinets, and miscellaneous supplies – Xerox copying can be obtained from other offices). The five-year cost is estimated at $1,300,285.

Estimated time to implement this recommendation could include 30 hours of administrative time, including time for interviewing candidates, and an estimated 10 hours of clerical time.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ One Area Associate Superintendent Position	($196,219)	($196,219)	($196,219)	($196,219)	($196,219)
Employ One Executive Secretary II Position	(48,338)	(48,338)	(48,338)	(48,338)	(48,338)
Equip Office	(15,500)	$0	$0	$0	$0
TOTAL	**($260,057)**	**($260,057)**	**($260,057)**	**($260,057)**	**($260,057)**

2.5.2 *Decision Making and Management, Planning and Accountability, and Public Information*

The current superintendent is in his second year of a four-year contract as executive officer in PWCS. The superintendent's contract, initiated in April 2005 for an initial two - year period, provides the terms and conditions for employment. The contract includes specific provisions for benefits and compensation increases consistent with those of other PWCS administrative and professional employees. Additionally, the School Board provides automobile use for school business, pays for a family health plan, provides the cost of state supported life insurance, paid annual vacation leave, sick leave, and other benefits provided 12 month employees of the School Board. Additionally, the contract provides for the purchase of retirement credits as permitted under Commonwealth code

and Virginia Retirement Service rules. The contract in all respects is consistent with Commonwealth of Virginia law and sound business practice.

The superintendent provides leadership for the division, with input from an executive staff that includes a deputy superintendent and eight associate superintendents. The superintendent's staff meets on second and fourth Wednesdays, while senior staff meets with the deputy superintendent on first and third Wednesdays. All meetings are guided by prepared agendas and meeting notes are distributed following meetings.

MGT collected survey responses from central office administrators. **Exhibit 2-9** shows the responses to items relating to decision making and management of the division. As shown, responses from PWCS central office administrators are more positive or equivalent to those in other school systems. Areas of specific positive response relate to administrative practices, timeliness of decisions, and administrative processes.

EXHIBIT 2-9
COMPARISON SURVEY RESPONSES
PRINCE WILLIAM COUNTY SCHOOL DIVISION ADMINISTRATORS AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD)[1]	
	PRINCE WILLIAM COUNTY SCHOOL DIVISION ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
Most administrative practices in the school district are highly effective and efficient.	62/16	54/23
Administrative decisions are made promptly and decisively.	50/29	44/33
School district administrators are easily accessible and open to input.	63/22	65/18
Authority for administrative decisions is delegated to the lowest possible level.	28/43	28/44
Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	54/10	52/18
The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	50/16	50/20
The school district has too many committees.	19/34	37/32
The school district has too many layers of administrators.	15/67	19/64
Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	68/11	54/25

Source: MGT of America, 2007.
[1] Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.* The *neutral* and *don't know* responses are omitted.

FINDING

An examination of agendas and follow-up notes for meetings shows that attention is given to many details of division operations, personnel selection, and long term planning discussion. However, the second and fourth Wednesday superintendent's meetings tend to be extremely long, often taking nearly an entire day. For example: November 8, 2006 scheduled from 8:00 a.m. to 3:10 p.m.; December 13 until 2:30 p.m.; December 20 until 1:50 p.m.; January 10, 2007 until 3:25 p.m.; and January 24 until 1:10 p.m.

Typically included on the agenda is the interviewing (screening) by all 10 senior members of selected personnel seeking assignment to the administrative pool. A more streamlined, time effective method of screening should be devised.

RECOMMENDATION 2-13:

Restructure the superintendent's senior staff meeting to reduce the amount of meeting time.

The superintendent and senior staff should accomplish the following:

- Reorganize the agenda to schedule interviewing through an alternative organizational scheme.

- Coordinate all overall strategic planning development through the deputy superintendent.

- Establish and maintain focus on mission, goals, and related initiatives of the system.

- Ensure community involvement.

- Monitor internal and external communications to ensure effective communication of decisions and related information.

- Communicate the vision of the organization to all stakeholders.

- Engage in orchestrating the specific and purposeful abandonment of obsolete, unproductive practices and programs.

- Maintain focus on continuous division and school improvement.

- Monitor the division's organizational climate.

- Coordinate the development and equitable allocation of resources (fiscal, personnel, facilities, technology, etc.).

Decisions should be based upon the best information available and have appropriate input. Day-to-day operational decisions would be delegated to the administrators responsible for their respective units and departments and closest to the issues. Within the organizational plan, the senior members would maintain effective, frequent communications (almost daily) to ensure consistency and effective monitoring of activities. The superintendent would continue to maintain daily communications with the deputy superintendent and, as needed to various associate superintendents.

Planning should become the centerpiece of activity from the perspective of responsibility for ensuring that all related planning processes and effective plan monitoring are ongoing processes. The placing of the planning coordination and accountability functions at the executive level in the organization, with specific oversight responsibility assigned to the deputy superintendent reflects the important nature of ensuring that planning processes are data-driven and that outcomes can be independently assessed.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division. Estimated time to implement this recommendation could include three hours of administrative time and an estimated one hour of clerical time and result in substantial savings in administrative time.

FINDING

Area associate superintendents approve student field trips resulting in an excessive amount of administrative time devoted to a function that could easily be performed by other personnel.

Best practices suggest that such tasks as approving field trips and other like management duties should be completed at the lowest possible and feasible level within an organization. A continuation of this practice detracts from the area associate superintendent's primary responsibilities and can easily be managed by the principal applying procedural guidelines.

RECOMMENDATION 2-14:

Assign approval of field trips and other similar management tasks to the principals.

Implementation of this recommendation should result in the immediate assignment of the field trip approvals to the principals. Additionally, the area associate superintendents and selected principals should review other routine tasks and duties to ensure that completion is assigned to the most appropriate level of administration within the school division.

This type of function could easily be assigned to the school principals, thus creating a more effective use of the associate superintendents' time. Periodic monitoring of approvals to ensure compliance with Board policy and administrative procedures could be accomplished by the associates.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division. Estimated time to implement this recommendation could include two hours of administrative time and an estimated one hour of clerical time and result in substantial savings in administrative and clerical time.

FINDING

The PWCS *Strategic Plan 2005–2009* was updated and distributed in June 2006. The strategic plan is fully developed with a revision cycle and institutionalized procedures for monitoring and holding personnel accountable for assigned elements.

The plan contains five goals:

- All students meet high standards of performance.

- The teaching, learning, and working environment is caring, safe and healthy, and values human diversity.

- Family and community engagement are focused upon improved student achievement and work readiness.

- Faculty, staff, and leaders are qualified, high performing, diverse, and motivated.

- The organizational system is aligned, integrated, an equitable.

Each school and department has established performance measures tied to the strategic plan with a model of continuous improvement embedded.

COMMENDATION 2-C:

PWCS has a model strategic plan that is fully developed with a revision cycle and institutionalized procedures for monitoring and holding personnel accountable for assigned elements.

FINDING

The division has been participating in the Malcolm Baldrige project for 10 years, resulting in developing a major continuous improvement process that is reported and documented in the annual budget document, and is now expanding to Baldrige in the Classroom with 16 elementary school personnel fully trained.

The Baldrige program is extremely rigorous. Multiple safeguards are in place to ensure the integrity of the Baldrige selection process. For example, recommendations for Baldrige Award recipients are made solely by volunteer Baldrige examiners and judges, each of whom signs a pledge to avoid both the reality and appearance of conflicts of interest. The National Institute of Standards and Technology (NIST) has detailed procedures regarding assigning examiners and judges to applicants to prevent real and perceived conflicts of interest. Prior to recommending names of Baldrige Award recipients to the Secretary of Commerce, NIST has an added responsibility to perform background checks on all potential recipients and to verify they deserve to receive the award. Applicants selected to receive the award ultimately receive about 1,000 hours of scrutiny from Baldrige examiners and judges.

COMMENDATION 2-D:

PWCS is commended for participating successfully in the Malcolm Baldrige project and expanding to Baldrige in the Classroom at the elementary school level.

FINDING

In excess of 1,200 business partnerships provide diverse support to schools and students through a variety of direct and in-kind services. Over 20 branch banks are located in middle, elementary, and high schools and operated by students with training and coaching form banking personnel. This is only one of numerous examples of these partnerships.

COMMENDATION 2-E:

The PWCS Board, administration, and schools are commended for developing a comprehensive business partnership program.

FINDING

The PWCS Web site represents a best practice in its format, ease of access, and comprehensive content. The site is both very attractive and informative. Of particular note is the feature titled "How Do I…..?", which is an unusual, yet intuitive, method for listing Frequently Asked Questions (FAQs).

COMMENDATION 2-F:

The PWCS Board and administration are commended for developing a division Web site that represents a best practice in its format, ease of access, and comprehensive content.

FINDING

A direct support education foundation within the department of communications and technology provides sponsorship for KidBiz reading program and other learning projects, teacher mini-grants, student transportation to the Kennedy Center for the Performing Arts sponsored events in PWCS, and principal and teacher recognition programs, resulting in competing with the office of business partnerships and various school-level initiatives that make demands on community businesses and other organizations for support.

Coordination among these competing interests is limited and many times nonexistent. The foundation is strategically positioned to provide leadership in the coordination of some of the division initiatives that compete for financial and resources support from private businesses and public sector organizations.

Reorganize the education foundation to incorporate offices of business partnerships, teacher mini-grants, grants support and development, volunteer coordination (currently nonexistent), employee recognition, and the development and implementation of a comprehensive leadership academy (see **Recommendation 2-18** for a potential leadership academy focus and curricula opportunity), resulting in overall coordination of programs that have a significant impact on demands for community-based resources.

RECOMMENDATION 2-15:

Reorganize the educational foundation.

Implementation of this recommendation should result in developing several departments within the foundation shell. These could include a new community development office, an office of business partnerships, volunteer services, grants support, teacher mini-grants, and employee recognition.

Restructure current foundation fund-raising and consider elimination of current special events and replace with other, more meaningful fund-raising activities.

The academy should remain in the office of professional development. The new restructured community development office should work in coordination with the Chamber of Commerce "Leadership Prince William" effort to build community leadership capacity. The addition of a professional grants writer (already funded but unfilled), an events coordinator, a communications specialist with Web experience, and a volunteer coordinator must be considered as the plan is developed.

Fiscal support to provide seed funds to assume management of the leadership academy activity should come from the division's staff development section as a budget line-item. This should occur in 2008-09 in order to permit adequate time for detailed planning and the inclusion of curriculum (current leadership training) and developing the modules suggested in **Recommendation 2-18**. A major division-community-business partnership for leadership development should be instituted and could be a portion of a Chamber of Commerce supported leadership program.

FISCAL IMPACT

The actual fiscal impact of this recommendation cannot be estimated until the role of the foundation and the new community development office is fully defined and program organization determined. Any expansion of responsibilities (e.g. volunteer coordination) must come with the corresponding resources in funding and staffing. Administrative and clerical time to accomplish this recommendation cannot be accurately estimated due to the complexity of needed actions.

FINDING

An audit conducted in 2006 provided a series of recommendations for developing and improving communications, both external and internal for PWCS. The department of communications and technology is developing a draft implementation plan.

Recommendations contained in the audit included the following which have been acted upon and completed:

- Continued Web site development including consistent, enhanced content, visuals, and functionality along with improved navigation.

- Expanded bi-lingual materials and outreach.

- Consolidate and centralize foundation/partners, enhancing coordinated outreach and planning (see **Recommendation 2-15**).

- Exploring means for obtaining more timely Board information to staff.

A series of additional recommendations have not been implemented but are addressed in the comprehensive draft plan.

RECOMMENDATION 2-16:

Complete the communications review and finalize the draft communications audit response plan and proceed with implementation.

Implementation of this recommendation should result in addressing the following areas reported in the communications audit:

- Updating the crisis communications plan – a priority.

- Improving mechanisms for getting school news to division personnel and the media.

- Developing a strategic plan for PWCS-TV – Comcast Channel 18.

- Auditing *EduLink* use and provide training.

- Providing more communications training including customer service with a focus on communication guidelines.

- Prioritizing issues for focused communications – to all audiences.

- Continuing regular e-mail from superintendent to staff and expand superintendent's personal outreach to staff—the superintendent's 82 schools in 82 days visitation campaign, regular site visits to classrooms, and other activity.

- Clarify central and school site-based authority (see **Recommendation 2-17**).

FISCAL IMPACT

The review and finalization of the draft plan can be accomplished at no additional cost to the division. However, there are costs associated with its implementation. These costs have not yet been fully determined but should be determined as the plan is finalized.

Estimated time to implement this recommendation could include eight hours of administrative time and an estimated three hours of clerical time plus the time for senior management to review and approve the final plan.

2.5.3 *School Organization and Management*

PWCS provides instructional programs to students in 10 high schools, 16 middle schools, and 55 elementary schools plus 10 alternative and special centers for a total of 91 schools and centers or programs. The schools are staffed with principals and assistant principal positions as well as teachers on administrative assignment, activities/athletic, guidance, and library positions. Principals have control over determining staffing based on fiscal allocations provided annually.

FINDING

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

The division does provide each principal with a well-developed budget manual that provides guidance for many aspects of site management. The document does not include detailed roles and responsibilities or procedural information to properly guide the principal or clearly define the scope of all authority.

Interviews with principals revealed frustration by newly appointed administrators in accomplishing expected tasks. While principals expressed the value of consultation with peers and the area associate superintendents, it is clear that they could benefit from a procedural document. Furthermore, such a document could also permit a more efficient use of area associate superintendents' time.

RECOMMENDATION 2-17:

Develop a site-based manual for principals.

Implementation of this recommendation should involve the assignment of coordination of handbook development to selected area associate superintendents working with six principal representatives and input from the four departments of the division.

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

- A process for reviewing and updating the document.

- A clear and specific definition of site-based management.

- An operations section providing guidelines for planning including the systematic inclusion of school-based planning results in division-wide documents, fiscal operations defining the extent and limits of the individual school's authority to make allocation determinations, program development guidelines defining the extent and limits of the individual school's authority to make determinations, clear explanation of central office services available to support school-

based initiatives, and specific provisions for holding school personnel accountable for results.

■ Other operations information related to facilities, purchasing, student transportation, student management, special education, and other matters deemed related.

■ A process for assessing progress towards meeting goals and standards.

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

FISCAL IMPACT

This recommendation can be accomplished at a minimum estimated one-time cost of $36,000, is based on the following calculations:

Stipends of $5,000 each for six principals to participate in the development of the manual for a total of $30,000 and an allocation of $6,000 for producing the final document. The final document should be made available on-line to all school division personnel.

Staff time to implement this recommendation cannot be estimated due to the complexity of the tasks and until an overall implementation plan and schedule is adopted.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Six Principal Stipends	($30,000)	$0	$0	$0	$0
Document Production	($6,000)	$0	$0	$0	$0
TOTAL	**($36,000)**	**$0**	**$0**	**$0**	**$0**

FINDING

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

This process, upon completion of the development of a site-based manual or handbook (as proposed in **Recommendation 2-17**), could be tailored to the precise needs of the division with the development of training modules.

The development of such modules and delivery of training should be a primary function of a leadership academy.

RECOMMENDATION 2-18:

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

Once **Recommendation 2-17** has been accomplished, implementation of this recommendation should result in the development of training modules including, but not limited to:

- Addressing site-based philosophy of operation and leadership.

- Guidelines for planning including the systematic preparation of school improvement initiatives related to the division strategic plan.

- Fiscal operations, defining the extent and limits of the individual school's authority to make allocation determinations.

- Program development guidelines defining the extent and limits of the individual school's authority to make determinations.

- Clear explanation of central office services available to support school-based initiatives.

- Provisions for holding school personnel accountable for results.

- Other operations information related to facilities, purchasing, student transportation, student management, special education, and other matters deemed related.

- The processes for assessing progress towards meeting goals and standards.

The training modules can be developed by existing, experienced central office staff and selected successful principals. The administration should consider organizing three groups of three principals each representing each grade-level configuration with leadership assigned to selected area associate superintendents. Each group should be assigned several modules for development. The principals should be paid a stipend for this work. The division may wish to call upon local university professionals engaged in school leadership development to assist with this process.

These modules should be incorporated into the curriculum for the Leadership Academy.

FISCAL IMPACT

This recommendation could be accomplished at an estimated one-time 2008-09 cost of $70,000. This is based on paying each of nine principal's stipends of $5,000 for a total of $45,000 and engaging a university consultant for 10 days at a rate of $2,500 per day for a total of $25,000.

Staff time to implement this recommendation cannot be estimated due to the complexity of the tasks and until an overall implementation plan and schedule is adopted.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Nine Principal Stipends	$0	($45,000)	$0	$0	$0
Ten Days University Consulting Services	$0	(25,000)	$0	$0	$0
TOTAL	**$0**	**($70,000)**	**$0**	**$0**	**$0**

FINDING

Principals are assigned responsibilities in areas of custodial services including procurement of supplies, employment and supervision of personnel, and some training. Additionally, they are responsible for evaluation of assigned personnel including custodial personnel and providing input on food service managers' performance.

The emphasis in the *Strategic Plan 2005-2009* for PWCS is clearly the improvement of instruction and raising student's levels of achievement. While each school has site-based decision making authority to allocate assigned resources to meet school improvement objectives, it is acknowledged by both central office and school-level personnel that a first priority for principals' leadership should be related directly to strategic plan objectives, strategies, and initiatives related to improving student attainment.

Continuing to have principals assigned management responsibilities for functions that possibly could be more efficiently handled by central office personnel detracts from their primary mission.

RECOMMENDATION 2-19:

Review and redefine site-based management responsibilities of principals to exclude functions that can be managed at the division level with greater efficiency.

MGT consultants believe that for PWCS to continue to improve student academic performance, reduce dropout rates, meet the needs of an ever-increasing and diverse student population, and increase graduation rates the principal must be free to focus on these primary issues. To accomplish this requires a review of the standards governing site-based management and making determinations as to what is best handled from the central administration's level of authority.

Some school systems have developed site-based standards and handbooks to ensure that school principals can focus on essential student achievement related matters. Typically, guidelines are established that assign the following activities and tasks to the central office-level for implementation or coordination:

- Employment and training of custodial personnel.

- Performance review of personnel and custodians.

- Ordering and delivering supplies for support service areas of operation.

- Providing supplies for custodial personnel including restroom supplies, floor cleaning materials, and other cleaning agents.

- Conducting school bus drills, route riding.

- Payroll report preparation for personnel and custodians.

Additionally, the central office generally conducts safety inspections, facilities cleanliness inspections and such matters to ensure a standard of safe and clean schools throughout the division.

Once site-based responsibilities are reviewed, redefined, and approved by the School Board, an implementation plan can be devised and scheduled for implementation.

FISCAL IMPACT

This recommendation can be implemented at no additional cost and/or savings to the division; yet, once the site-based management responsibilities for principals are developed certain costs and/or savings could be incurred. These could be associated with overall custodial supervision and payroll processes while other areas could be managed at no additional expense.

3.0 FINANCIAL MANAGEMENT AND PURCHASING

3.0 FINANCIAL MANAGEMENT AND PURCHASING

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

3.1 Introduction and Financial Operations
3.2 Budgets
3.3 Risk Management
3.4 Purchasing
3.5 Fixed Assets
3.6 Activity Funds

CHAPTER SUMMARY

The financial and purchasing functions in Prince William County Schools are effectively performed by the staff of the financial services department, which receives high praise from division administrators and principals. The financial services staff, managed by the director of financial services, perform their duties in a manner that has enabled the division to receive repeated national recognition awards for its Comprehensive Annual Financial Report, its annual budget document, and its purchasing program.

The independent audits for 2004-05 and 2005-06 conducted on PWCS's comprehensive financial report by independent accounting firms provide positive opinions on the financial operations of the division and contain no management level comments pertaining to internal control or other weaknesses. Financial processes performed by financial services staff are well coordinated with staff of other departments such as the human resources and the operations departments, which performs certain financial functions in support of those performed by the financial services department. Most processes are documented with well-written procedures.

Prince William County Schools is commended for:

- Producing a well-organized and detailed budget document that includes a five-year revenue and expenditure projection.

- Producing a budget manual that provides school and department staff with detailed guidance and instruction on budget development and management.

- For administering a self-insured and self-administered workers' compensation program without needing the assistance of a third party administrator.

- Enhancing the security of school facilities at little cost through its security resident program.

- PWCS is commended for is E-rate program, which was featured by the Virginia Department of Education.

■ Requiring and providing purchasing training for bookkeepers involved in purchasing activities.

Recommendations contained in this chapter are essentially focused on suggested changes to improving the ability of the School Board, the superintendent, and his staff to more effectively manage the PWCS financial resources. Among these recommendations are the following key suggestions that should assist the superintendent and School Board as they continue to consider all aspects of the division's financial management system:

■ Consider requiring monthly budget status reports by organizational unit.

■ Create a division-level safety advisory committee to provide strategic direction in the area of safety.

■ Expand price comparisons for warehouse items and phase out items where just-in-time purchasing is more cost-effective.

■ Reconcile the property inventory control inventory and the vehicle inventory to the capital asset inventory to ensure the accuracy of each and consider combining the inventories into one comprehensive system.

■ Continue to monitor activity fund investments to ensure coverage by Federal Deposit Insurance Corporation (FDIC) insurance.

■ Consider centralizing management of all school security officers under the risk management and security services division or increase the division's involvement in coordinating divisionwide activities of school security officers.

■ Revise the light duty program to compensate employees at the average weekly rate of pay they were receiving prior to their injury.

Exhibit 3-1 provides a summary of survey responses related to the division's financial management functions received from PWCS and other school divisions. The exhibit compares responses provided by PWCS central offices administrators, principals and assistant principals, and teachers to responses received from other divisions. Each group from other divisions responded with a higher percentage of need some improvement or need major improvement to each function than did the same group from PWCS. This indicates that overall PWCS staff has a higher degree of confidence in PWCS financial related functions than do staff at other divisions.

EXHIBIT 3-1
PRINCE WILLIAM COUNTY SCHOOLS
FINANCIAL FUNCTIONS COMPARISONS
2006-07

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) [1] / % (ADEQUATE + OUTSTANDING) [1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
Budgeting	34/60	47/45	43/53	49/48	50/30	65/16
Financial management and accounting	20/70	36/53	22/67	35/60	29/38	49/23
Grants administration	17/56	24/49	22/63	34/49	16/39	53/38
Purchasing	10/71	34/53	11/73	37/58	16/47	33/30
Safety and security	11/81	26/61	13/85	29/67	19/71	40/46
Risk management	8/79	20/54	14/84	23/63	11/64	22/32

Source: MGT Survey of PWCS and other schools, 2006-07.
[1] Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding.*
The *neutral* and don't *know* responses are omitted.

3.1   *Introduction and Financial Operations*

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

School divisions must practice sound financial management to maximize limited resources and plan for future needs. Effective financial management ensures that internal controls are in place and operating as intended, technology is maximized to increase productivity, and that the reports are prepared timely and accurately.

The education of almost 70,000 students is the major responsibility of PWCS; however, this cannot be accomplished without the financial resources entrusted to the division by the citizens of the county and the state and by the federal government. To ensure financial resources are protected and spent appropriately, a division needs a strategic plan, written policies and procedures, an accounting information system, revenue and spending forecasts and budgets, systems of internal control, and a support system that enhances the ability of school administrators and teachers to carry out their responsibilities.

PWCS is one of 132 public school divisions in the Commonwealth of Virginia and is a component unit of the Prince William County. PWCS's financial management activities are effectively managed by a director of financial services and his staff. The director of

financial services reports to the associate superintendent for finance and support services and is responsible for the division's budget, financial services, fiscal operations and purchasing activities. Alternatively, several financial management activities are performed by the county's finance department, including managing cash and investments.

Four other divisions were selected as peer divisions for comparison purposes during this efficiency review. They are Chesterfield County, Fairfax County, Loudoun County, and Virginia Beach. **Exhibit 3-2** compares PWPS disbursements for 2004-05 to the average for the four peer divisions. As the exhibit shows, PWCS:

- Total disbursements per pupil of $10,881.06 is 10.40 percent less than the peer average of $12,144.25.

- Administrative disbursements of $434.29 are 92.96 percent more than the peer average of $255.12. However, the state allows technology disbursements to be reported across all programs, or as administration only. PWCS reports technology as administration, while the peer divisions report technology across multiple programs. Based on information presented by the division, PWCS administration disbursements per pupil are $188.43 (after deducting technology disbursements greater than $16.00), or 12 percent less than the peer average administration disbursements of $214.12 per pupil.

- Disbursements for facilities of $1,276.40 is 26.08 percent more than the peer average of $1,012.40.

- Disbursements for instruction of $6,466.60 is 11.76 less than the peer average of $7,328.38.

- Disbursements for transportation of $624.92 is 27.24 percent more than the peer average of $491.12.

- Disbursements for debt service and transfers of $666.81 is 45.83 percent less than the peer average of $1,231.02.

EXHIBIT 3-2
PRINCE WILLIAM COUNTY SCHOOLS AND PEER DIVISIONS
DISBURSEMENTS PER PUPIL BY CATEGORY
2004-05 SCHOOL YEAR

PROGRAM	PWCS	PEER DIVISION AVERAGES	PWCS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE	
			AMOUNT	PERCENT
Administration	$434.39*	$225.12*	$209.27	92.96%
Attendance and Health Services	$147.09	$157.93	($10.84)	(6.86%)
Pupil Transportation Services	$624.92	$491.12	$133.80	27.24%
Operation and Maintenance Services	$839.01	$982.47	($143.46)	(14.60%)
Facilities	$1,276.40	$1,012.40	$264.00	26.08%
Instruction	$6,466.60	$7,328.38	($861.78)	(11.76%)
Summer School	$32.69	$58.11	($25.42)	(43.74%)
School Food Services	$334.33	$456.23	($121.90)	(26.72%)
Adult Education	$19.00	$54.60	($35.60)	(65.20%)
Other Educational Programs	$40.82	$147.08	($106.26)	(72.25%)
Debt Service and Transfers	$666.81	$1,231.02	($564.21)	(45.83%)
TOTAL DISBURSEMENTS	**$10,881.06**	**$12,144.25**	**($1,263.19)**	**(10.40%)**

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site 2007.
* All technology costs shown as administration program costs for PWCS but spread to other programs for peer divisions.

Exhibit 3-3 presents a comparison of receipts by funding source for PWCS and the peer divisions. As shown in **Exhibit 3-3**, PWCS funds 31.66 percent of costs for the division from state funds, while the peer average is 28.55 percent. PWCS receives 45.29 percent of its funds from local funds as compared to the peer average of 45.20 percent. Loans, bonds, etc. for PWCS accounts for 9.46 percent of its revenues while the peer average is 11.60 percent.

EXHIBIT 3-3
PRINCE WILLIAM COUNTY SCHOOLS AND PEER DIVISIONS
COMPARISON OF RECEIPTS BY FUND SOURCE
2004-05 SCHOOL YEAR

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Prince William County	**6.67%**	**31.66%**	**4.02%**	**45.29%**	**2.89%**	**9.46%**
Chesterfield County	8.53%	36.41%	4.67%	40.40%	3.96%	6.04%
Fairfax County	8.96%	31.90%	4.95%	47.64%	3.12%	3.44%
Loudoun County	4.24%	9.54%	1.43%	50.77%	1.65%	32.37%
Virginia Beach City	9.43%	38.25%	8.57%	41.01%	2.58%	0.16%
Peer School Division Average	**7.30%**	**28.55%**	**4.63%**	**45.20%**	**2.72%**	**11.60%**

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

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

Exhibit 3-4 presents the PWCS and peer division local composite indexes for the 2004-06 and 2006-08 periods. Fairfax County had the highest composite index in both periods while Virginia Beach City had the lowest. Prince William and Virginia Beach both had an increase in their composite index between 2004-06 and 2006-08 while Chesterfield, Fairfax, and Loudon all had a decrease. The composite index for localities is capped at .8000 by state law. No locality is required to fund more than 80 percent of Standards of Quality costs.

**EXHIBIT 3-4
PRINCE WILLIAM COUNTY SCHOOLS AND PEER DIVISIONS
COMPARISON OF LOCAL COMPOSITE INDEXES
2004-06 AND 2006-08**

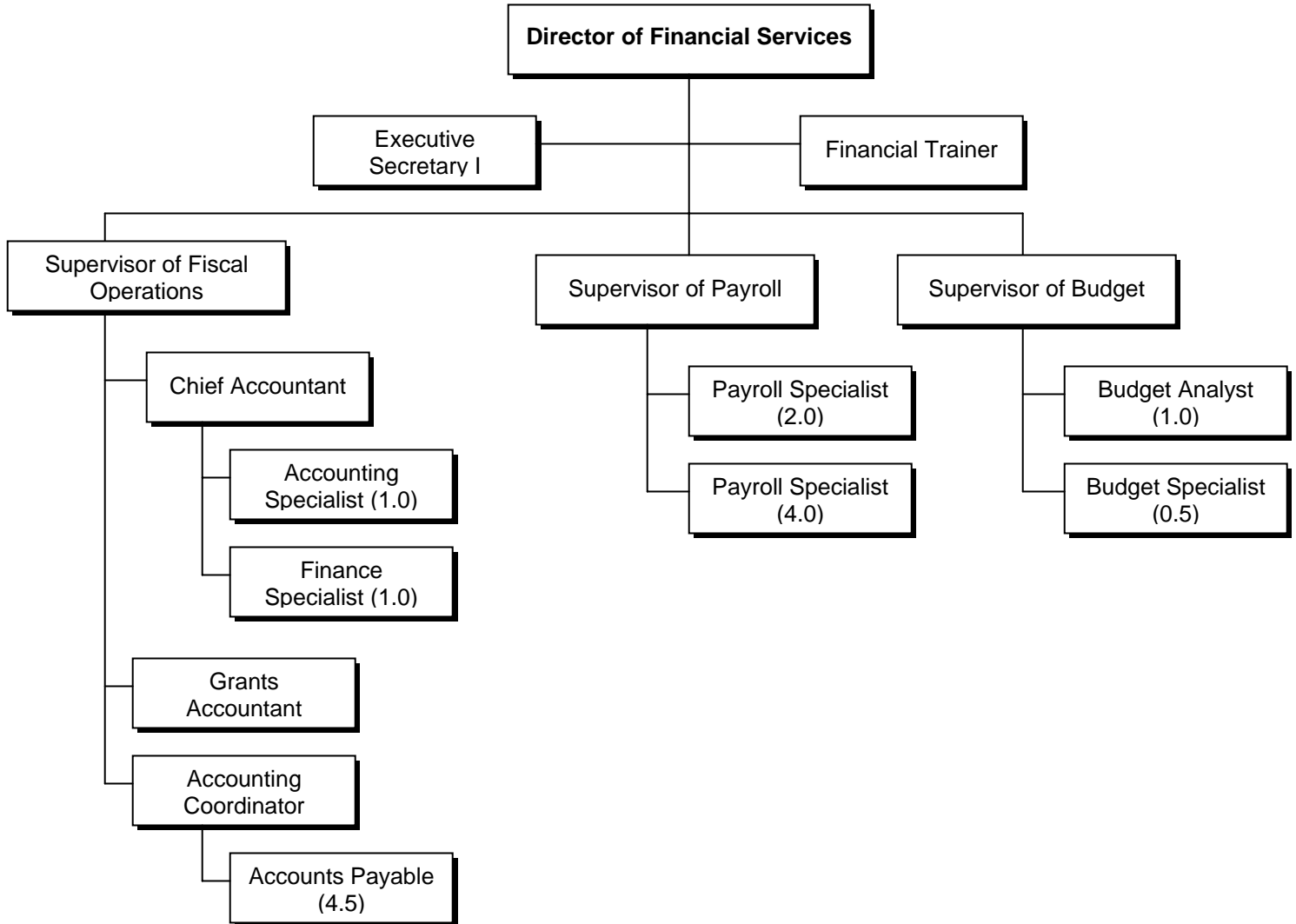| SCHOOL DIVISION	2004-06	2006-08	PERCENT INCREASE OR (DECREASE)
Prince Williams County	**.4086**	**.4287**	**4.92%**
Chesterfield County	.3785	.3616	(4.46%)
Fairfax County	.7489	.7456	(0.44%)
Loudoun County	.7220	.6895	(4.52%)
Virginia Beach City	.3353	.3492	4.15%
Peer Division Average	**.5462**	**.5365**	**(1.78 %)**

Source: Virginia Department of Education Web site, 2007.

School division financial managers collect, analyze, and provide information to division decision makers, including School Board members, central office administrators, department supervisors, and school administrators. Successful fiscal operations require qualified personnel with an adequate separation of duties, an accounting system that provides timely and useful information on which to base operating decisions, and comprehensive policies and procedures that ensure proper management of the division's fiscal resources.

The financial services department oversees and manages the fiscal operations of the school division including: payments to employees and vendors; budget development, management and oversight; centralized procurement and acquisition of needed goods, services and construction requirement; centralized warehousing, receiving and distribution; and fixed assets. The director of financial services oversees three financial sections which are fiscal operations, payroll and budget. The director also provides management to the central purchasing office that includes the division warehouse function. **Exhibit 3-5** presents the organizational chart for the financial services department excluding central purchasing and supply services which also reports to the director of financial services and comprise over 50 percent of the staff of the department.

**EXHIBIT 3-5
ORGANIZATION CHART
FINANCIAL SERVICES DEPARTMENT
2006-07**

```
                    ┌─────────────────────────────────┐
                    │  Director of Financial Services  │
                    └─────────────────────────────────┘
                                     │
         ┌───────────────┬───────────┴───────────────┐
  ┌──────────────┐                            ┌──────────────────┐
  │  Executive   │                            │ Financial Trainer│
  │ Secretary I  │                            └──────────────────┘
  └──────────────┘
```

Supervisor of Fiscal Operations	Supervisor of Payroll	Supervisor of Budget
Chief Accountant	Payroll Specialist (2.0)	Budget Analyst (1.0)
Accounting Specialist (1.0)	Payroll Specialist (4.0)	Budget Specialist (0.5)
Finance Specialist (1.0)		
Grants Accountant		
Accounting Coordinator		
Accounts Payable (4.5)		

Source: PWCS financial services department, 2007.

The fiscal operations section performs the formal accounting for the division that includes maintaining the general ledger and preparation of the Comprehensive Annual Financial Report. The supervisor is supported by ten staff members. Nine are full-time and one is part-time. Fiscal operations staff includes a chief accountant, an account specialist, a finance specialist, a grants account, an accounting coordinator and 4.5 accounts payable clerks.

The budget section provides support and oversight to the division's budget that includes the compilation of budget, revenue, and expenditure data and the preparation of various documents including the annual budget document. The supervisor of budget is assisted

by two staff members, one full-time and one part-time. A budget analyst is full-time and a budget-specialist is part-time.

The payroll office is responsible for final payroll processing and issuing payment advices via direct deposit and payroll checks (if applicable) to all regular full-time, part-time, and temporary employees of the PWCS. The payroll office has six staff members that support the supervisor of payroll. Two are payroll specialist II's and four are payroll specialist.

FINDING

A primary responsibility of the PWCS's finance department is to produce accurate and understandable financial documents. Two of the primary reports prepared by the finance department are the Comprehensive Annual Financial Report and the division's annual budget document. For financial reports to be useful the Board, community, and all readers must have confidence that the financial data presented in the reports are accurate and for the information to be useful it must be easily understood.

The division's 2005-06 annual budget document received the Association of School Business Officials International's Meritorious Budget Award for the tenth consecutive year. The Meritorious Budget Award is only conferred to school systems that have met or exceeded the program's criteria. The 2005-06 budget document also received the Government Finance Officers Association of the United States and Canada's distinguished Budget Presentation Award. In order to receive this award, a division must publish a budget document that meets program criteria as a policy document, as an operations guide, as a financial plan, and as a communications device.

The division's Comprehensive Annual Financial Report for the year ended June 30, 2005 received the Government Finance Officers Association's Certificate of Achievement for Excellence in Financial Reporting and the School Business Officials International's award for Certificate of Excellence in Financial Reporting. This was the fourth consecutive year the School Board has achieved these awards. In order to be awarded a Certificate of Achievement, a school division must publish an easily readable and efficiently organized comprehensive annual financial report. The report must satisfy both generally accepted accounting principles and applicable legal requirement.

COMMENDATION 3-A:

The Prince William County Schools is commended for its comprehensive annual financial reports and budget documents that have earned the division recognition for excellence for several years.

FINDING

The division operates a mandatory direct deposit program for employee payrolls. The mandatory process was implemented in September 1998 and all new employees from that time forward have been required to have their payroll checks direct deposited. According to the supervisor of payroll, only about 1,300 to 1,400 payroll checks are not direct deposited each month. Hard copy checks are provided to new employees the first

month they are on the division payroll while their accounts are being established. Also, temporary and substitute employees are not required to have their checks direct deposited.

Direct deposit offers employees a safe and convenient way to have the net amount of their pay deposited directly in their designated bank account. Deposits are posted on payday for most major banks and credit unions.

Effective school divisions use direct deposit to streamline their payroll process and save money by eliminating the need to prepare and secure physical checks. These divisions also save money on supplies, since check stock costs more than regular paper and require special handling and security. In addition, employees save time by not having to go to the bank to deposit their check.

COMMENDATION 3-B:

Prince William County Schools is commended for establishing a mandatory direct deposit program for all new division employees.

3.2   *Budgets*

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

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

- Present a comprehensive forecast of all division expenditures and revenues based on specific educational needs and plans.

- Serve as an overall picture of the school program operation.

- Depict the division's educational plans with definite statements of goals, policies, and curriculum plans.

- Establish spending plans that include a translation of the educational plans into dollars.

- Present finance plans that include proposed means and sources for securing adequate revenue to meet school program needs.

Budget estimates prepared by the PWCS finance department prove to be very accurate. **Exhibit 3-6** presents a comparison of PWCS's budgeted amounts for 2005-06 to actual amounts. The variances from actual amounts to amended budget amounts shows that

the division's budgets are very reasonable and are for almost every category close to what the division's actual revenues and expenditures were for the year. The only category where actual deviated more than 10 percent from the budgeted amount was for utilities where the variance was a favorable 12.43 percent. Total actual revenues were only .83 percent from actual amounts and total actual expenditures were 2.34 percent more that budgeted amounts.

EXHIBIT 3-6
COMPARISON OF PWCS BUDGET ESTIMATES TO ACTUAL
2005-06 SCHOOL YEAR

DESCRIPTION	ORIGINAL BUDGET	AMENDED BUDGET	ACTUAL	VARIANCE FROM AMENDED FAVORABLE (UNFAVORABLE) AMOUNT	PERCENT
Revenues:					
Interest	$0	$2,791,070	$2,791,070	$0	0.00%
Charges for services	$1,932,840	$4,999,664	$5,383,831	$384,167	7.68%
Intergovernmental revenue:					
Federal	$21,280,119	$25,604,439	$24,659,388	($945,051)	-3.69%
State	$307,486,014	$310,151,297	$305,385,849	($4,765,448)	-1.54%
County	$360,824,086	$358,032,096	$357,546,548	($485,548)	-0.14%
Total Revenues	**$691,523,059**	**$701,578,566**	**$695,766,686**	**($5,811,880)**	-0.83%
Expenditures:					
Regular instruction	$331,943,735	$326,486,537	$320,388,492	$6,098,045	1.87%
Special instruction	$82,501,203	$86,142,251	$83,897,332	$2,244,919	2.61%
Other instruction	$7,521,264	$9,047,367	$8,672,989	$374,378	4.14%
Instructional leadership	$45,695,579	$45,682,330	$43,389,217	$2,293,113	5.02%
General administration	$5,780,666	$6,163,932	$6,076,653	$87,279	1.42%
Student services	$8,343,591	$8,363,585	$8,825,978	($462,393)	-5.53%
Curricular/staff development	$10,888,012	$12,006,901	$12,060,120	($53,219)	-0.44%
Pupil transportation	$39,545,227	$37,741,295	$37,656,089	$85,206	0.23%
Operations	$20,789,000	$20,642,971	$21,641,520	($998,549)	-4.84%
Utilities	$23,618,756	$22,366,702	$19,585,737	$2,780,965	12.43%
Maintenance	$18,868,719	$20,549,790	$19,519,790	$1,030,000	5.01%
Central business services	$41,761,884	$45,133,575	$43,191,893	$1,941,682	4.30%
Reimbursement to the County for debt service	$48,629,423	$46,518,770	$45,866,125	$652,645	1.40%
Total Expenditures	**$685,887,059**	**$686,846,006**	**$670,771,935**	**$16,074,071**	**2.34%**

Source: PWCS's Comprehensive Annual Financial Report, fiscal year ended June 30, 2006.

Exhibit 3-7 presents a summary of expenditures from the division's operating fund from FY 2003 to FY 2007 which shows the increases incurred to fund the increase in student enrollment. From FY 2003 to FY 2007 total operating fund expenditures increased a total of 58.60 percent. A comparison of actual expenditures in one year to budgeted expenditures of another year many times does not produce a good comparison, but in the case of PWCS budgets as shown in **Exhibit 3-6**, the division's budgets have proved to be very accurate. During this period regular education increased 53.40 percent, central administration increased 66.73 percent, maintenance/operations/utilities increased 62.58 percent, special education increased 51.02 percent, and education technology increased 1,418.41 percent. The only program that showed a decrease in expenditures was summer school which decreased 16.08 percent.

EXHIBIT 3-7
EXPENDITURES FROM OPERATING FUND
FY 2003 THROUGH FY 2007

SELECTED PROGRAMS	FY 2003 ACTUAL	FY 2004 ACTUAL	FY 2005 ACTUAL	FY 2006 BUDGET	FY 2007 BUDGET	INCREASE (DECREASE) 2003 TO 2007	
						AMOUNT	PERCENTAGE
School Board	$297,825	$348,038	$495,917	$393,533	$414,694	$116,869	39.24%
School Administration	$33,396,527	$36,557,237	$40,211,821	$44,381,142	$48,953,753	$15,557,226	46.58%
Regular Education	$185,571,009	$205,339,163	$234,439,122	$253,086,922	$284,667,482	$99,096,473	53.40%
Reading	$4,649,228	$4,998,985	$5,700,056	$5,372,345	$5,821,014	$1,171,786	25.20%
English – Second Language	$8,033,447	$10,646,486	$13,356,565	$16,697,985	$22,177,492	$14,144,045	176.06%
Special Education	$57,338,509	$64,968,643	$71,917,241	$78,081,208	$86,594,941	$29,256,432	51.02%
Vocational Education	$14,302,767	$15,168,793	$16,326,468	$15,882,035	$17,062,736	$2,759,969	19.30%
Gifted Education	**$5,057,571**	**$5,279,211**	**$6,042,248**	**$6,727,469**	**$7,835,744**	**$2,778,173**	**54.93%**
Alternative Education	$2,100,017	$2,729,317	$4,629,018	$3,709,378	$4,063,075	$1,963,058	93.48%
Pupil Services	$18,212,695	$21,068,995	$23,461,443	$23,716,306	$25,952,198	$7,739,503	42.50%
Summer School	$2,213,938	$2,223,041	$2,117,070	$1,865,267	$1,858,000	($355,938)	(16.08%)
Pupil Activities/Athletics	$3,003,226	$3,378,041	$4,003,847	$3,924,037	$3,899,571	$896,345	29.85%
Instructional Services	$8,638,344	$9,340,687	$9,773,502	$10,412,531	$11,352,140	$2,713,796	31.42%
Education Technology	$387,601	$474,342	$4,640,625	$5,412,670	$5,885,369	$5,497,768	1418.41%
Central Administrant	$2,937,428	$3,430,630	$3,629,189	$4,221,552	$4,897,525	$1,960,097	66.73%
Business and IT Services	$21,485,129	$22,667,548	$26,695,036	$23,241,815	$26,131,008	$4,645,879	21.62%
Transportation	$32,634,815	$35,344,319	$41,874,024	$37,306,592	$43,101,217	$10,466,402	32.07%
Maintenance/Operations/ Utilities	$42,955,571	$46,027,656	$51,508,855	$57,159,859	$69,837,627	$26,882,056	62.58%
Community Services	$401,570	$444,708	$482,385	$526,872	$614,121	$212,551	52.93%
Adult Education	$795,275	$1,017,414	$1,252,858	$1,055,409	$1,126,579	$331,304	41.66%
Capital Outlay/Construction	$14,307,244	$15,399,715	$18,738,108	$21,111,000	$20,445,000	$6,137,756	42.90%
Reserves	$7,663,514	$8,225,916	$9,173,571	$40,786,709	$47,001,796	$39,338,282	513.32%
Total Operating Fund	**$466,383,250**	**$515,078,885**	**$590,468,972**	**$655,072,636**	**$739,693,085**	**$273,309,835**	**58.60%**

Source: PWCS's Approved School Board Budget for Fiscal Year 2007.

PWCS budgeting processes use site-based management as a way to realign the decision making authority by decentralizing the control from central offices to individual school sites. Site-based management provides administrators, teachers, parents, community members, and students more control over decisions relating to budgetary issues, personnel, and curriculum.

Distribution of funds to schools and departments during the budget development process is based on three components:

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

- Per-pupil allocations are identified as funding provided for instructional staff, support staff, supplies, equipment and services required.

- Replacement equipment allocations are characterized by funds provided for both the replacement of equipment based on the student capacity and age of a school and for central office departments based on total student membership and equipment needs.

Exhibit 3-8 shows an example of allocations made to schools based on per-pupil amounts for 10 levels of students. Each student in a school is funded at the highest level in which the student is enrolled.

EXHIBIT 3-8
PER-PUPIL ALLOCATIONS BY LEVEL
2006-07

LEVEL	PROGRAM	PER PUPIL ALLOCATION
1	Kindergarten (Half-Day)	$2,744
1	Kindergarten (Full-Day)	$5,130
2	Regular Elementary School (Grades 1-5)	$3,991
3	Regular Middle School (Grades 6-8)	$4,821
4	Regular High School (Grades 9-12)	$4,785
5	Pre-School (Home Program)	$6,516
6	Pre-School (2-Year Program)	$9,179
7	Educable Mentally	$11,169
7	Hearing Impaired	$11,169
7	Orthopedically Impaired	$11,169
7	Seriously Emotionally Disturbed	$11,169
7	Specific Leering Disability	$11,169
7	Trainable Mentally Retarded	$11,169
8	Pre-School (Center Program)	$11,389
9	Autistic	$13,685
9	Severely and Profoundly Handicapped	$13,685
10	PACE Regional Program	$17,376

Source: PWCS Budget Manual, revised April 2006.

Departments and schools have substantial latitude in how they budget and use the funding provided to them through the allocations based on fixed and per-pupil criteria. Schools must meet certain staffing ratios promulgated by both the State Board of Education and the School Board whereas service levels for central office departments are determined by executive administration.

State funding is distributed to the division using the Commonwealth of Virginia local composite index. The School Board and Board of County Supervisors have agreed through a joint resolution that the school division will receive 56.75 percent of the general revenues available to the county. Estimates are made for budget preparation purposes and reconciled after the end the year to actual amounts received. Staff of the division and county perform the reconciliation and determine whether additional funds will be distributed to the division or whether the division has to return funds. Most years allow for additional funds to be transferred to the division. Working cooperatively, the county and division have agreed to transfer funds that have exceeded original estimates to a rainy day fund for use by the county and division in an amount that represents 7.5 percent of total county revenues.

FINDING

The annual School Board approved budget document is comprehensive and provides not only a substantial amount of summary data, but also detailed numbers and narrative that make the division's budget easy to understand. The division's budget process normally begins in November when the director of finance submits revenue estimates to the superintendent. The budget is developed based on a schedule of events detailed in a budget development and approval calendar which helps ensure that the budget meets an established deadline for the Board to approve the final budget.

The 2006-07 budget document is 423 pages of well-organized information presented in four main sections:

- Introductory section (29 pages).
- Organizational section (29 pages).
- Financial section (237 pages).
- Supplemental information section (129 pages).

Throughout the document there are charts, color graphs, and narrative that explain to the reader what the numbers actually mean. The document also contains an area where a five-year budget plan is discussed. Prince William County also produces a five-year budget plan which is coordinated with the school division's five-year plan. Although a five-year budget plan is highly desirable and very beneficial to county and school officials, many school divisions do not include one in their annual budget document. The document provides a discussion of the criteria and assumptions used to make the projections. **Exhibit 3-9** shows the PWCS's five-year revenue and expenditure projections that were included in the 2006-07 budget document.

EXHIBIT 3-9
REVENUE-EXPENDITURE PROJECTIONS LEVEL*
FY 2007 – FY 2011

DESCRIPTION	FY 07	FY 08	FY 09	FY 10	FY 11
Current Programs	$750.5	$772.7	$792.1	$817.1	$842.5
New Students	$12.5	$24.8	$38.6	$52.4	$67.6
Repairs and	$22.4	$24.1	$39.2	$36.0	$48.9
New Schools	$7.2	$18.7	$30.8	$40.8	$47.2
Total Expenditures	$792.6	$840.3	$900.7	$946.3	$1,006.2
Non-County Dollars	$391.6	$399.3	$413.2	$421.0	$434.3
County Transfer	$401.0	$442.3	$482.6	$526.5	$573.2
Total Revenue	$792.6	$841.6	$895.8	$947.5	$1,007.5
Surplus/Deficit	$0.0	$1.3	-$4.9	$1.2	$1.3

Source: PWCS approved School Board budget, 2006-07.
* All dollar amounts shown are in millions.

COMMENDATION 3-C:

Prince William County Schools is commended for producing a well-organized and detailed budget document that includes a five-year revenue and expenditure projection.

FINDING

PWCS budget process is very efficient and has been documented in a detailed budget manual that is updated annually by the finance department's budget office. The budget manual, just like the annual budget that is ultimately prepared following the procedures documented, is well organized and provides the division's budget holders with detailed instruction and guidance needed to complete their responsibilities.

The budget manual has seven sections:

- **Introduction** – brief introduction and useful contact names and phone numbers.

- **Budget process** – explanation of site-based management budgeting philosophy, funding allocations, budget cycle, budget calendar, budget planning, budgetary responsibilities, and completing the budget.

- **Schools** – specific information for schools including school responsibilities, budget management procedures, allocations, staffing ratios, salary schedules, and supplemental pay.

- **Central office** – specific information for central office departments including department responsibilities, budget management procedures, positions, and specific instruction for grants and for the food service fund.

- **Bookkeepers** – instructions on budget reconciliations, budget transfers, and chart of accounts.

- **BRASS** – instruction on how to process data in the automated budget system (BRASS) that includes an outline, step by step processes, and use of automated forms.

- **Index**.

Not only does the budget document provide detailed instructions to school and department personnel on developing their annual budgets, but also within the document is information on how to make budget adjustments, monitor their budgets, and correct any errors noted.

COMMENDATION 3-D:

Prince William County Schools is commended for producing a budget manual that provides school and department staff with detailed guidance and instruction on budget development and management.

FINDING

The division does not produce monthly budget reports to management and the School Board for their information and review. A quarterly report is prepared by the director of financial services and is summarized at a high level.

The quarterly report prepared and presented to the Board contains summary revenue and expenditure. A cover letter includes a summary of the current status of the budget plus pending adjustments and projections for the expenditure budget. **Exhibit 3-10** presents the summary for the quarter ended December 31, 2006.

EXHIBIT 3-10
QUARTERLY BUDGET REVIEW
DECEMBER 31, 2006

DESCRIPTION	AMOUNT
General Reserve	$ 8,631,028
Holdback Allocation	903,937
Projected Compensation Savings	9,922,405
Projected Expense Savings	55,875
Projected Utilities Savings	3,273,275
Projected Debt Service Savings	700,000
Refunding of Debt Service Bonds	1,388,000
Additional FY 2006 County Revenue	2,986,394
Projected Available Funds	**$ 27,860,914**
FY 2007 County Revenue Shortfall	9,100,000
FY 2008 Beginning Balance	13,422,000
Pre-fund FY 2007 CIP Projects	3,000,000
Holdback for Remainder of Year	903,937
Pre-purchase of FY 2007 Buses	1,531,634
Projected Expenses	**$ 27,957,571**
Available FY 2006 Funds	**$ 96,657**

Source: PWCS FY 2007 Budget Review, Status at December 31, 2006.

A revenue summary is included that shows the approved budget, previous adjustments, the second quarter adjustments, and a revised budget for each of the division's revenue sources. The source categories include federal, state, sales tax, county fund transfer, local, beginning balance, the undistributed amount.

Included in the set of quarterly documents presented to the Board includes an expenditure summary which is divided into three sections. The first section shows the budget for the second quarter and expenditures for the second quarter. The second section shows year-to-date budgets, year-to-date expenses, and over and under calculations. The third section which is shown in **Exhibit 3-11** shows the total budget, remaining budget and percent remaining. Sections two and three show amounts for the same categories shown in **Exhibit 3-11**.

EXHIBIT 3-11
PRINCE WILLIAM COUNTY SCHOOLS
QUARTERLY BUDGET REVIEW
DECEMBER 31, 2006

CATEGORY	TOTAL BUDGET	REMAINING BALANCE	PERCENT REMAINING
Compensation			
Administrative	$ 33,571,587	$ 17,391,893	52%
Instructional	318,507,272	178,617,049	56%
Support	79,744,659	42,684,110	54%
Other Pay	23,506,075	12,871,629	55%
Benefits	157,293,594	87,636,681	56%
Subtotal	**612,623,186**	**339,201,363**	**55%**
Services/Supplies/Capital	612,623,187	339,201,362	
Contractual Services	23,194,530	8,721,545	38%
Utilities	27,922,172	20,349,861	73%
Supplies/Materials	36,742,471	20,850,168	57%
Capital Equipment/Furniture	10,922,443	4,845,155	44%
Major Maintenance/Capital Projects	10,772,000	703,688	7%
School Buses/Vehicles	6,165,619	5,050,686	82%
Subtotal	**115,719,235**	**60,521,103**	**52%**
Reserves			
General Reserve	8,585,696	8,631,028	101%
Holdback Allocation	903,937	903,937	100%
Schools/Areas	4,521,942	4,558,773	101%
Other	139,191	139,191	0%
Undistributed	3,194,993	3,194,993	100%
Subtotal	**17,345,759**	**17,427,921**	**100%**
TOTAL EXPENDITURES	**$745,688,180**	**$417,150,387**	**56%**

Source: PWCS FY 2007 Budget Review, Status at December 31, 2006.

While the quarterly reports prepared and presented to the Board provide an excellent overview of the status of the division's budget and includes projections made by the finance department staff that have proven to be very accurate, many divisions find the need for reports on a more regular basis, normally monthly. Many divisions also find that it is useful to have a summary status of each department's and school's budgets that enables them to have information on an organizational basis.

The division has developed a site-based budget program and delegated significant authority to budget holders for managing their budgets, and although the system is operating very effectively and generates daily budget status reports by organizational units which are online, monthly status reports are not provided to the Board that could prove useful. The delegation of budget development and management to schools and departments also contains standards for the organizational units to comply with such as staffing levels; however, reports are not routinely prepared for the Board to show whether the standards are being adhered to.

RECOMMENDATION 3-1:

Consider requiring monthly budget status reports by organizational unit.

Although daily reports are available online, requiring monthly budget status reports for each school and department will provide the Board and executive administration better oversight to the division's site-based budgets. Recognizing that principals have responsibility for actual staffing, such reports should contain comparisons of staffing standards to the actual staffing for the organizational units to provide the Board with information. Should funding for the division become more restricted, closer oversight could prove to help identify problem areas in a more timely manner or where savings could be obtained.

FISCAL IMPACT

It is estimated that it would take between six to eight hours per month to implement this recommendation.

3.3   *Risk Management*

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

Prince William County provides a number of risk management services. All bank accounts, except for activity funds, are managed centrally by Prince William County, along with the investment of any idle cash in the accounts. The county is responsible for obtaining banking services through a depository agreement. In addition, the county establishes tax rates and the collection of taxes to fund the county's operations, and provides the county's share of local revenue for the school division.

Risk management at PWCS is primarily provided by the risk management and security services department. The department has the responsibility of protecting the assets of the divisions and to ensure a safe school and working environment for students, and visitors. Functions and activities performed by the department include:

- Crisis preparation, training and response.

- Investigations.

- Security patrol of facilities.

- Security resident program.

- Insurance placement, claims management and workers' compensation self-insured administration.

■ Community use of facilities.

■ School security officer certification training.

■ Hazardous waste management.

■ Support to the Prince William County Emergency Operations Center.

The risk management and security services department is under the direction of a director who has a staff reporting to him composed of an administrative coordinator for security services, an administrative coordinator for risk management services, four investigators, two safety specialist, a gang specialist, a facilities use specialist, and secretary and bookkeeping support. **Exhibit 3-12** shows the organizational chart for the risk management and security services department 2006-07.

EXHIBIT 3-12
ORGANIZATION CHART
RISK MANAGEMENT AND SECURITY SERVICES DEPARTMENT
2006-07
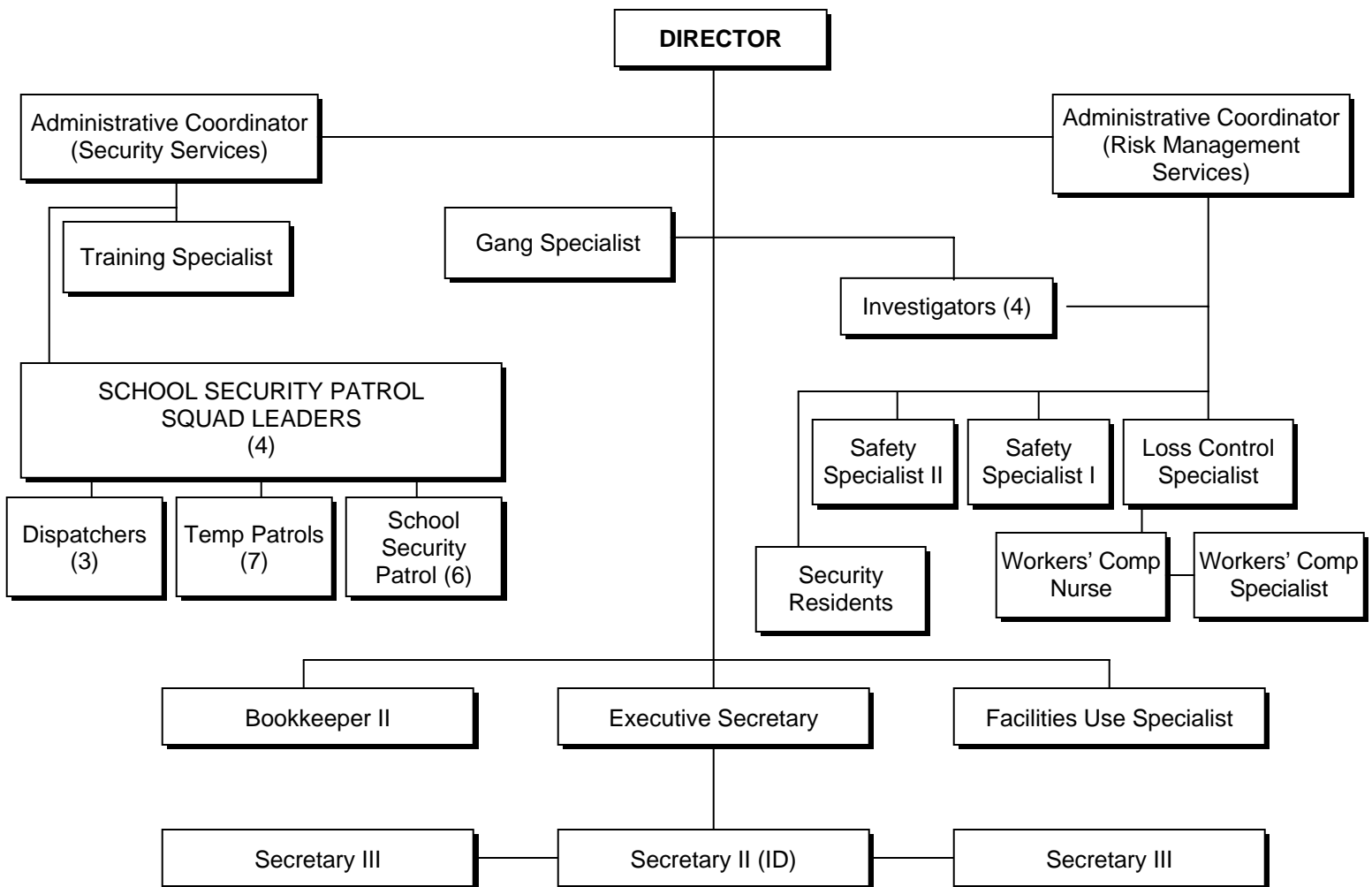
Source: PWCS risk management and security services division, 2007.

Security services under the direction of the administrative coordinator for security services provides 24-hour security patrol of the division's facilities and trains security officers assigned to schools. Risk management responsibilities under the administrative coordinator include the division's self-insured workers' compensation program, safety programs, and a security residence program. The division also has four investigators that report to the director of risk management and security services and four secretaries that provide support to all staff of the division.

The division self-insures its employee health program and workers' compensation program while liability and property damage are provided through insurance policies provided primarily through the Virginia Municipal Liability Pool. **Exhibit 3-13** presents PWCS's insurance coverages as of June 30, 2006.

EXHIBIT 3-13
PWCS INSURANCE COVERAGES
JUNE 30, 2006

POLICY	COVERAGE
The Virginia Municipal Liability Pool – Automobile Coverage	$ 1,000,000
The Virginia Municipal Liability Pool – Local Government Liability Coverage	$1,000,000
The Virginia Municipal Liability Pool – Excess Liability	$10,000,000
The Virginia Municipal Liability Pool – Property Coverage	$991,008,929
The Virginia Municipal Liability Pool – Unlicensed Mobile Equipment	$1,521,293
The Hartford Steam Boiler Inspection and Insurance Company – Equipment Breakdown	$50,000,000

Source: PWCS risk management and security services division, 2007.

PWCS participates in a Consortium Group Health Insurance Program made up of employers who provide health and dental insurance to their employees and dependents under one program. Each participant in the program is separately rated and has separate accounting. Anthem Blue Cross/Blue Shield is the plan administrator. Delta Dental Plan of Virginia, Inc is the dental insurance carrier. All full-time and part-time employees who are working at least 17½ hours per week are eligible to enroll in the insurance programs. Premiums for the three plans offered to division employees and the School Board's contributions are shown in **Exhibit 3-14.**

EXHIBIT 3-14
PWCS HEALTH AND DENTAL INSURANCE PREMIUMS
2006-07 SCHOOL YEAR

PLAN	MONTHLY PREMIUM	SCHOOL BOARD CONTRIBUTION	
		FULL-TIME	PART-TIME
12-MONTH EMPLOYEES			
KeyCare 15 Plus (PPO)			
Employee Only	$213.78	$176.43	$88.21
Employee + Child(ren)	$387.47	$235.87	$117.93
Employee/Spouse	$446.41	$271.23	$135.61
Family	$640.57	$389.46	$194.73
SB Family (Husband/Wife both employees)	$640.57	$565.88	$389.44
KeyCare 20(PPO)			
Employee Only	$195.74	$176.43	$88.21
Employee + Child(ren)	$355.00	$235.87	$117.93
Employee/Spouse	$408.52	$271.23	$135.61
Family	$586.45	$389.46	$194.73
SB Family (Husband/Wife both employees)	$586.45	$547.83	$371.40
Product 20 Healthkeepers (HMO)			
Employee Only	$185.72	$176.43	$88.21
Employee + Child(ren)	$336.96	$235.87	$117.93
Employee/Spouse	$387.47	$271.23	$135.61
Family	$556.38	$389.46	$194.73
SB Family (Husband/Wife both employees)	$556.38	$537.81	$361.38
10-MONTH EMPLOYEES			
KeyCare 15 Plus (PPO)			
Employee Only	$270.03	$222.86	$111.43
Employee + Child(ren)	$489.44	$297.94	$148.97
Employee/Spouse	$563.88	$342.60	$171.30
Family	$809.15	$491.96	$245.98
SB Family (Husband/Wife both employees)	$809.15	$714.80	$491.94
KeyCare 20(PPO)			
Employee Only	$247.25	$222.86	$111.43
Employee + Child(ren)	$448.41	$297.94	$148.97
Employee/Spouse	$516.02	$342.60	$171.00
Family	$740.76	$491.96	$245.98
SB Family (Husband/Wife both employees)	$740.79	$692.00	$469.15
Product 20 Healthkeepers (HMO)			
Employee Only	$234.59	$222,386.00	$111.43
Employee + Child(ren)	$425.63	$297.94	$148.97
Employee/Spouse	$489.44	$342.60	$171.60
Family	$702.80	$491.96	$245.98
SB Family (Husband/Wife both employees)	$702.80	$679.34	$456.48

Source: PWCS human resource office, 2007.

FINDING

A self-insured and self-administered workers' compensation program administered by the division has proven to be efficient and has resulted in the annual cost of claims to average about 0.2 percent of payroll expenditures. The program is completely administered by the division with no third party administrator to assist with claims processing.

The program is under the direction of the administrative coordinator for risk management services. Staff includes a loss control specialist, a workers' compensation nurse, and a workers' compensation specialist. The division began its self-insured program in 1978 and used the services of a third party administrator until 1980 when it began its self-administered program.

First reports of accidents are sent by the school or department to the workers compensation section of the risk management and security services department; the employee is then contacted and the injury report reviewed. If the accident requires treatment the employee is referred to one of six doctors that the division has on contract or to one of the two hospitals where rates have been negotiated. The workers' compensation nurse manages the cases that require medical treatment and monitors billings very closely that are submitted by hospitals and doctors. Injured employees many times receive the services of doctors that are not under contract with the division and the workers' compensation nurse reviews the claim for reasonableness and adjusts them when necessary to the state workers' compensation rates that are customary for the service provided. During the 26 years that the self-administered program has been operational only two claims have been sent to excess coverage for claims that exceed $350,000.

A number of other divisions have traveled to PWCS to review their program for possible duplication.

COMMENDATION 3-E:

Prince William County Schools is commended for administering a self-insured and self-administered workers' compensation program without needing the assistance of a third party administrator.

FINDING

To improve security at school facilities and to reduce vandalism, the division operates a unique security resident program. Individuals are provided living quarters free of charge in either small apartments or in trailers. In exchange the individuals agree to provide security checks that include:

- Two physical inspections of the building each day that ensures that all lighting is proper, doors and windows secure, the heating plant is operational, and that the building is empty of all occupants.

- If the building is alarm-equipped, the security resident ensures that the alarm is set.

- Inspections on weekends and non-school days are the same as regular days and also include checking the heat plant during inclement or cold weather.

- On workdays and non-workdays when inclement weather prevails, especially when the temperature is below 30 degrees, the heat plant is checked two times daily.

The lease agreement between the division and the resident states, "the security resident shall act only as "eyes and ears" on behalf of the school division. In the event of an unusual situation, the security resident shall request assistance from police or fire departments as required. Emergency notification shall be made from telephone listings furnished by the building administrator and the department of risk management and security services. At no time shall the security resident use physical force to detain or restrain any person, except in unusual circumstances involving immediate injury to students, staff, or school property."

During 2006-07 the division employed 59 security residences, 38 in apartments and 21 in trailers. The apartments are approximately 700 to 800 square feet.

COMMENDATION 3-F:

The Prince William County Schools is commended for enhancing the security at school facilities at little cost through its security resident program.

FINDING

The risk management and security services department's four investigators, gang specialist and coordinators conduct between 400 to 500 investigations a year. A summary report of the 2005-06 year listed approximately 443 incidents that were investigated. In addition the investigators conducted 87 background checks. The gang specialist is a new position and was only on staff for six months of the time period reviewed. In six months the gang specialist accounted for nine incidents investigated. Included in the 443 incidences are 50 or so conducted by the administrative coordinator for risk management services that are associated with primarily safety related studies conducted at school sites.

Approximately one-third of all incidents investigated pertain to injuries to students. Investigations are made for injuries suffered by students whether incurred during the day at recess, during regular class periods, and during school sponsored sporting events such as football or other athletic events. Many other investigations involve incidents pertaining to employees involved in inappropriate actions with students, damage to school property, and investigations of inappropriate actions by division employees not associated with involvement with students, as well as employee investigations that are recommended by principals and departments to and vetted by the associate

superintendents before assignment to the department of risk management and security services.

Division practice allows the director of risk management and security services to assign staff to child protective services' investigations that are jointly investigated by child protective services, the police department, and risk management and security services. These incidents as well as any others involving PWCS liability and the duty to investigate and report to the division's insurance carrier are initiated without the superintendent's approval. All background checks must be requested by the human resources department and before any other investigation can be started must receive the superintendent's approval.

Risk management and security services electronically receives 18,000 to 20,000 incident reports from schools on an annual basis. Of these reports, 10,000 to 12,000 are accident reports. Information on RED reports is documented for information purposes by school administrators and school security officers. Risk management and security services reviews all reports and further investigates those considered more serious incidents, as well as employee investigations that are recommended by principals and departments.

Although investigations of incidents that are necessary to formally document incidents that could pose a liability to the division or danger to students or staff need to be performed by trained investigations, others are and can normally be performed by staff at schools.

RECOMMENDATION 3-2:

Continue to monitor and adjust processes when possible to require involvement of risk management and security services investigators in serious incidents only.

Reviewing and adjusting the process so that risk management and security services department investigate only the most serious incidents will decrease the number of investigations that are conducted by the risk management and security services department. Assigning investigators to incidents pertaining to improper activities involving students and damage to school property will continue to provide the division with professional evaluations in these important situations.

FISCAL IMPACT

It appears that this recommendation can be implemented with existing resources.

FINDING

The risk management and security services division has a staff of security officers and each high school and middle school also has security officers. Management of the security officers at schools are under the direction of the school officials and only training is provided by the risk management and security services department.

Security officers managed by the risk management and security services division primarily perform patrols of school facilities on a seven-day a week 24-hour a day basis.

During the patrols performed by the staff of security officers, alarms are checked, vandalism cleaned up, access doors monitored, and the officers provide visibility in the community that reduces vandalism and other crimes.

Each of the division's high schools has four to five security officers and middle schools have one to two. Elementary schools do not have security officers. Although the security officers at schools are not assigned to the risk management and security services division, training is provided by the division to the school security officers enabling them to obtain and maintain school security officer certifications. In addition the division is beginning a process where the risk management and security services division will assist in hiring and evaluating security officers located at schools.

The division does not have a uniform set of procedures that are used by both the security officers managed by the risk management and security services division and the school security officers. Also, without central management of security officers, coverage to schools is limited when officers assigned to that specific school are out; the division does not have the ability to relocate security officers for temporary immediate needs at elementary schools. It was reported that in some instances security officers at schools are assigned to non-security functions such as substitute teachers and cafeteria monitors.

RECOMMENDATION 3-3:

Consider centralizing management of all school security officers under the risk management and security services division or increasing the division's involvement in coordinating divisionwide activities of school security officers.

Centralizing the management of all security officers or increasing risk management and security services division's involvement in divisionwide functions will help ensure that standard procedures are developed and followed and also improve security coverage by having a large pool of staff to draw from when absences occur at schools. The centralization or increased coordination will enhance the division's ability to provide security coverage to elementary schools on an as needed basis.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

PWCS does not have division or school-level safety advisory committees to shape the strategic direction and plan for safety needs. In the absence of such committees, safety and security planning is not coordinated throughout the division, resulting in different levels of building security, emergency preparedness, and staff awareness in the division schools.

The administrative coordinator for risk management services provides centralized training for the division but does not have a central safety committee to assist in addressing divisionwide issues. The division does not have a standard operating

procedure for safety. Each department such as transportation and maintenance has their own operating procedures pertaining to safety.

Division-level safety committees create a heightened awareness of school safety issues and promote occupational safety and health. Such committees can affect loss prevention by decreasing the frequency and severity of workplace accidents, injuries, occupational diseases and fatalities, and the associated cost of workers' compensation. These committees are normally comprised of school system personnel and community stakeholders.

RECOMMENDATION 3-4:

Create a division-level safety advisory committee to provide strategic direction in the area of safety.

A division-level safety and advisory committee will help develop a centralized safety program and communicate the division's commitment to maintaining a safe learning environment. The committee will provide assistance to the administrative coordinator for risk management services in developing a standard operating procedure for all safety issues.

FISCAL IMPACT

It is estimated that it would take approximately 80 hours per month for a safety advisory committee composed of 10 representatives to meet in order to implement this recommendation.

FINDING

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

When an unusual number of recurring injuries come to the attention of the administrative coordinator of risk management services or to the loss control specialist during their normal processing of accident documents, they perform a review of the claims to try to determine why they happen. Recently it came to their attention that there were a number of slips being reported by cafeteria workers. A review of the accident forms and discussion with cafeteria management and workers indicate that the slips appeared to be caused by the types of shoes cafeteria workers were wearing, causing slipping especially on wet surfaces. A corrective action is still under consideration.

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

RECOMMENDATION 3-5:

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

FISCAL IMPACT

It appears that this recommendation can be implemented with existing resources and should reduce the number of accidents that result in workers' compensation claims, thus reducing costs to the division.

FINDING

PWCS has a modified light duty program that returns injured workers to positions not requiring the same level of physical exertion. Although the program is successful and reduces the amount of workers' compensation claims that are paid, employees on the light duty program continue to receive the same wages they were making at the time of entering the program plus any general Board approved increases.

Employees on a light duty program are only required to be paid the average weekly wage during the 52 weeks prior to when they got hurt. PWCS employees on light duty receive wage increases the same as if they were performing the same job they were performing when they were injured including receiving wage increases provided by the Board. This provides little incentive to return to their previous job.

The division indicated that a draft revision has been developed to directly address the need to change the provision of how compensation is paid to employees participating in the light duty program. The revised provision has not received the approval of the superintendent.

RECOMMENDATION 3-6:

Revise the light duty program to compensate employees at the average weekly rate of pay they were receiving prior to their injury.

Paying employees the average weekly pay they were receiving at the time of their injury instead of continuing to provide increases will provide an incentive to return to their original position. This should also reduce the number of employees on the limited duty program and provide a slight reduction in salary costs.

FISCAL IMPACT

It appears that this recommendation can be implemented with existing resources and should reduce cost once implemented.

3.4   *Purchasing*

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

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

The Virginia Public Procurement Act permits divisions to adopt written procedures for purchases not requiring the use of competitive sealed bidding or competitive negotiation for a single form contract for goods and services other than professional service if the aggregate or sum of all phases in not expected to exceed $50,000. **Exhibit 3-15** presents PWCS's purchasing procedures that are required for purchases for a certain dollar value. In addition the division has published procedures and requirements for competitive sealed bidding, competitive negotiation, sole source purchases, emergency purchases, and exceptions where competitive bidding is not required.

EXHIBIT 3-15
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
PURCHASING PROCEDURES
2006-07 SCHOOL YEAR

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

Source: PWCS central purchasing office, February 2007.

PWCS' Board has delegated to the supervisor of purchasing the authority to enter into contracts for the purchase or lease of goods or services and construction up to and including $500,000. The supervisor of purchasing submits recommendations for contract awards exceeding $500,000 to the School Board on the consent agenda for approval prior to contract execution. The supervisor of purchasing has delegated authority to

budget holders the authority to issue decentralized purchase orders up to $10,000, and procurement card purchases up to $5,000 ($3,000 for supplies at schools). Budget holders are also delegated the authority to issue and approve delivery orders from master agreements up to and including $50,000 for contract purchases. Purchases using activity funds have been delegated to budget holders for contracts up to $10,000 with contracts above $10,000 requiring the central purchasing office to review and approve.

Purchasing for PWCS is the responsibility of the supervisor of purchasing who reports to the director of financial services. The supervisor of purchasing has a staff of 10 that assist with the purchasing functions of the division. The staff includes a purchasing coordinator, a senior buyer, five buyers and three secretarial positions. Each buyer is assigned a set of commodities that they are responsible for processing purchase orders received from schools and departments. The division's supply services also reports to the supervisor of purchasing. **Exhibit 3-16** presents the organization chart for central purchasing.

**EXHIBIT 3-16
ORGANIZATION CHART
CENTRAL PURCHASING
2006-07**
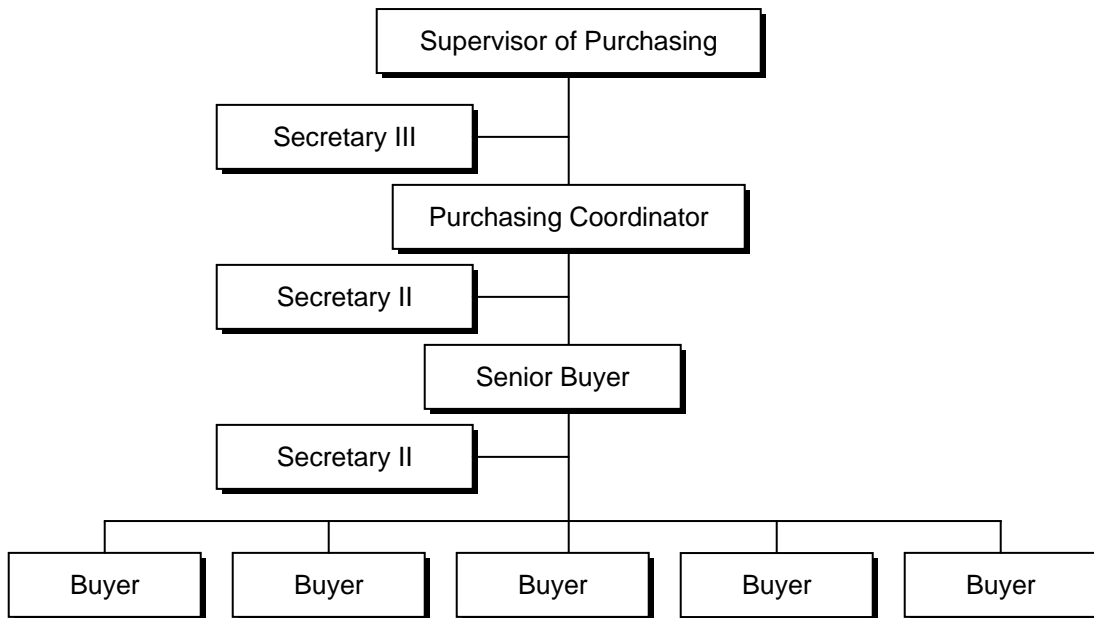
Source: PWCS central purchasing office, 2007.

FINDING

PWCS's purchasing program has received both the Outstanding Agency Accreditation Award from the National Institute of Government Purchasing and the Achievement of Excellence in Procurement Award from the National Purchasing Institute.

The Outstanding Agency Accreditation Achievement Award recognizes those agencies that lead the public procurement profession. Only those agencies meeting minimum requirements receive the achievement certificate. The National Institute of Governmental Purchasing, Inc. is a national, membership-based non-profit organization providing support to professionals in the public sector purchasing profession.

The Achievement of Excellence in Procurement Award is designed to recognize organizational excellence in public procurement. This award is earned by those organizations that demonstrate excellence by obtaining a high score based on standardized criteria. The criteria are designed to measure innovation, professionalism, productivity, e-procurement, and leadership attributes of the procurement organization.

COMMENDATION 3-G:

PWCS is commended for achieving national recognition for its purchasing program by the National Institute of Government Purchasing and the National Purchasing Institute.

FINDING

PWCS operates an efficient purchasing program that includes documentation of procedures and makes use of automation to enhance purchasing processes. The division's purchasing program is primarily decentralized where purchasing transactions are either completed at the school or department level or the purchasing transaction is begun at the school or department and then transmitted electronically to central purchasing for final processing.

For transactions that require central purchasing to perform bidding and contracting, a purchase requisition is completed by the school or department and submitted to central purchasing. Prior to the automated system creating a purchase requisition that is sent to central purchasing the system checks to ensure that funds are available for the purchase. All purchase requisitions come first to the senior buyer or purchasing coordinator for review and are then assigned to one of the buyers for processing. The buyers complete the required purchasing duties and obtain the necessary approvals from the senior buyer and supervisor of purchasing as needed. Orders are placed for the merchandise or services and once the order is complete, the payment process makes a payment to the vendor. Schools and departments that submit a purchase requisition can review the status of their requisition online and follow it through the process.

Central purchasing makes use of purchasing cooperatives to reduce cost and administrative workloads associated with individual contracts. The division coordinates cooperative purchases with surrounding school divisions and is a member of Metropolitan Washington Council of Governments and uses contracts that are developed by the members when it is in the best interest of the division. The division did negotiate its own fuel contract that provided for a lower cost per gallon and a higher priority for supply than was available though cooperative contacts.

COMMENDATION 3-H:

Prince William County Schools is commended for its efficient decentralized purchasing system, which makes use of automation and cooperative purchasing.

FINDING

The division operates a successful E-rate program. E-rate was created by Congress in 1996 to make access to advanced telecommunication services affordable for K-12 public and private schools, and libraries. The program provides discounts ranging from 20 percent to 90 percent toward the purchase of telecommunication service, Internet access, and internal connections.

The division's E-rate program was featured in a nationwide E-rate teleconference on two separate dates hosted by the Virginia Department of Education. Central purchasing presented an overview of the methodology and approach used in managing the E-rate process for a large school division. The division has received over $2 million in refund checks for qualifying purchases made and qualify for a 47 percent discount on telecommunication and Internet access services. E-rate refunds are put back into the three-year technology refresh program to purchase new computers and software to replace old technology in the classrooms.

COMMENDATION 3-I:

Prince William County Schools is commended for its E-rate program, which was featured by the Virginia Department of Education.

FINDING

PWCS's central purchasing office provides extensive purchasing training to all bookkeepers involved in purchasing activities. An effective purchasing system requires several key components. One of the most important is a well-trained staff. Roles and responsibilities must be clearly defined and adapted to meet the unique operating environment of the school division. The organizational unit responsible for purchasing must strive toward enhancing efficiency and competency through training of staff involved in the purchasing activities.

The Department of Financial Services conducts regular in-service training that includes training for budget, accounting, payroll, student activity funds, human resource issues, and technology related concerns. Also as a part of the regular in-service training PWCS requires all bookkeepers to attend annual training, conducted by central purchasing office staff, payroll, student activity funds, human resource issues and technology related concerns. The course is titled Successful Purchasing – Bookkeeper Training. Each participant in the training is provided a handbook that contains a copy of the slides that are used during the training course. Topics included in the training include:

- Electronic approval levels.
- Purchasing Web site.
- Commodity assignment and selection.
- Purchase options.
- Purchasing methods.
- Documentation.
- Vendor registration.
- Conflict of interest/acceptance of gifts.
- Audit/review.

In addition participants are provided a copy of regulation 470-1 that governs PWCS's purchasing activity. This publication provides guidance on how to handle each of the types of purchasing, who has to approve and how to process purchase orders using the automated purchasing system. Copies of forms such as sole source procurement documentation, telephone quote log, vendor database request, request of taxpayer identification number and certification, and sales and use tax certificate of exemption forms that are routinely used are provided and explained.

Training is primarily performed by the senior buyer. Separate training classes are normally conducted for elementary, middle and high school bookkeepers. Bookkeepers of the three types of schools usually have more in common and the training is more focused on the types of purchasing transactions that are most common to those campuses.

COMMENDATION 3-J:

Prince William County Schools is commended for requiring and providing purchasing training for bookkeepers involved in purchasing activities.

FINDING

Although the central purchasing office has established many requirements for contracts, and schools and departments have been delegated quite liberal purchasing authority, the division operates a supply warehouse that provides a fairly extensive list of items to schools and departments The warehouse has three sections: a section for general office supplies, a section for art supplies, and a section for building maintenance.

Merchandise processed through the three sections of the warehouse use an internal service fund titled warehouse fund to account for the financial transactions associated with the inventories. Balance sheet and revenue and expenditure accounts for the warehouse fund for the fiscal year ended June 30, 2006 are shown in **Exhibit 3-17**. As shown in the exhibit the combined three inventories had a balance of $1,039,078 and the value of items that were processed through the fund was approximately $4 million. Warehouse staff indicates the balance is maintained close to $1 million and the value of items received and disbursed during the year averages about $4 million.

It was reported to the review team that a cost benefit analysis has not been performed on warehouse functions nor has consideration been given to adding an administrative cost to the price of merchandise to cover the cost of maintaining the warehouse and delivering the supplies. The supervisor of supply services reported that cost comparisons conducted by warehouse staff for 20 general and art supply items indicated that the price obtained by the supply warehouse was 38 percent less than what schools and departments could obtain the items for using division contracts and their delegated purchasing authority. Another comparison conducted by warehouse staff for seven items carried in the maintenance warehouse indicated that the price obtained by the supply warehouse yielded a savings of 29 percent over the best prices the maintenance department could obtain. It was also reported that over the last four years approximately 50 percent of the line items carried in inventory have been reduced. Comparing the cost of supplies in the warehouse to the cost of supplies that can be obtained from a local

vendor fails to include a significant overhead cost associated with maintaining the inventory.

EXHIBIT 3-17
WAREHOUSE FUND BALANCES AND TRANSACTIONS
YEAR ENDED JUNE 30, 2006

ACCOUNT TITLE	AMOUNT
Balance Sheet	
Current assets:	
Equity in cash and pooled investments	$ 22
Accounts receivable and other current assets	2,010
Inventory	1,039,078
Total Current Assets	**1,041,110**
Current Liabilities:	
Accounts payable and accrued liabilities	338,350
Due to other funds	111,664
Net Assets	**$ 591,096**
Revenues And Expenses	
Operating Revenues:	
Charges of services	**$ 4,142,119**
Operating Expenses	
Cost of goods	**4,074,801**
Operating revenues	**$ 67,319**

Source: PWCS comprehensive annual report, year ended June 30, 2006.

The 2006-07 approved school board budget shows that the department of supply services has a budget of $2,113,679 and 35.0 approved positions. The organization chart for the department shows three positions that perform property control (fixed asset inventory) duties, six that perform courier duties, and the other 23 (excluding the supervisor, a secretary, and accounting clerk) perform warehouse related duties. However six of the positions are warehouse truck drives and another six are driver helpers that also perform a variety of duties while making deliveries to school such as moving furniture, helping set up for events, and other duties that assist the schools. Assuming that one-half of the truck drivers' duties and driver helpers' duties are not related to warehouse duties, results in approximately 17 positions that are associated with maintaining the warehouse inventory. Salaries shown in the approved budget for warehouse personnel average $34,151, thus the salary cost for warehouse duties is approximately $580,567. When benefit cost of $214,810 at the rate of 37 percent is added to the salary cost, warehouse staff cost adds approximately 20 percent to the cost of the merchandise that is maintained in the warehouse.

A review of an inventory listing dated February 23, 2007 indicates that the majority of items maintained in the warehouses can be acquired locally as needed. Providing items from a central inventory is convenient for the users but that convenience comes at a cost. However, obtaining materials and supplies from the warehouse in most cases does reduce the amount of administrative work that bookkeepers have to perform when obtaining items directly from vendors. In certain cases school and department staff can

obtain a number of items from the warehouse inventory using one request and receive one delivery whereas if they acquired those small items directly from vendors there would be multiple orders and deliveries.

Although the department conducts price comparisons for selected items that shows a significant cost savings for those items, a more through review could indicate that various items could be procured using the many requirements contracts and liberal delegated purchasing authority, and enable the division to reduce the size of its warehouse operations. Other school divisions have implemented just-in-time purchasing and delivery programs that have resulted in cost savings. The Dallas Independent School District in Texas implemented new procedures on November 11, 2001 that deleted 656 items from inventory and implemented just-in-time delivery that reduced staff and facility space needs and resulted in savings to the district. The Williamsburg-James City Public Schools in Virginia operates a just-in-time delivery system that operates very efficiently.

RECOMMENDATION 3-7:

Expand price comparisons for warehouse items and phase out items where just-in-time purchasing is more cost-effective.

Expanding price comparisons will enable the division to identify items that are not cost-effective to be maintained in the warehouse. Items that are cost-effective to order in bulk, and those that cannot be obtained using just-in-time purchasing, will continue to be stocked and distributed as needed.

FISCAL IMPACT

It is estimated that between eight to ten hours per month would be needed to implement this recommendation.

3.5 *Fixed Assets*

An effective fixed asset management system accounts for division property accurately and safeguards it against theft and obsolescence. Planning and control of fixed asset transactions is crucial to the long-range financial plan of the division. Fixed-asset records should designate who is responsible for the custody and maintenance of individual items and assist the division in estimating future requirements. School divisions generally acquire fixed assets through a well-defined authorization procedure. Separate accountability for fixed assets is a specific legal requirement of many federal programs. An appropriate fixed asset system also provides data for financial reports and ensures adequate insurance coverage.

The most important reasons for keeping and maintaining accurate accounting records of fixed assets are:

- Furnishing taxpayers with information about their investments in the division for operations.

- Providing the basis for adequate insurance coverage.

- Allowing the division to assess the need for repair, maintenance or replacement of assets.

- Establishing a system of accountability for custody of individual items.

- Determining future budgeting requirements.

- Identifying lost or stolen items so that insurance claims can be filed, additional controls instituted, and accounting records adjusted to reflect the losses.

Exhibit 3-18 presents activity for the division's investment in capital assets for the year ended June 30, 2006. Capital assets include land, buildings and improvements, equipment, vehicles, and library books. Capital assets are defined as assets with an initial, individual cost of more than $5,000 and an estimated useful life in excess of one year. Such assets are recorded at historical cost or estimated historical cost where no historical records exist. Donated capital assets are recorded at estimated fair market value at the date of the donation.

EXHIBIT 3-18
PWCS FIXED ASSETS
FOR THE YEAR ENDED JUNE 30, 2006

	BALANCES, AS RESTATED JUNE 30, 2005	INCREASES	DECREASES	BALANCES JUNE 30, 2006
Capital assets, not being depreciated:				
Land	$30,093,117	$8,424,015	$0	$38,517,132
Construction in Progress	$49,664,419	$85,754,910	($94,283,211)	$41,136,118
Total capital assets, not being depreciated	$79,757,536	$94,178,925	($94,283,211)	$79,653,250
Capital assets, being depreciated:				
Buildings and improvements	$667,552,522	$94,813,257	($134,976)	$762,230,803
Library books	$3,253,045	$620,658	($508,417)	$3,365,286
Equipment	$10,464,311	$2,267,452	($195,448)	$12,536,315
Vehicles	$60,273,790	$1,826,960	($68,294)	$62,032,456
Total capital assets being depreciated	$741,543,668	$99,528,327	($907,135)	$840,164,860
Less accumulated depreciation for:				
Buildings and improvements	$157,962,011	$13,754,554		$171,716,565
Library books	$1,777,077	$673,057	($508,417)	$1,941,717
Equipment	$4,484,630	$926,938	($152,806)	$5,258,762
Vehicles	$17,954,666	$4,252,151	($60,654)	$22,146,163
Total accumulated depreciation	$182,178,384	$19,606,700	($721,877)	$201,063,207
Total capital assets, being depreciated, net	$559,365,284			$639,101,653
Capital assets, net	**$639,122,820**			**$718,754,903**

Source: PWCS comprehensive annual financial report, year ended June 30, 2006.

FINDING

The division maintains three inventory systems for its investment in fixed assets and property control: 1) capital asset inventory, 2) property control inventory, and 3) vehicle inventory. There is no reconciliation between the three to identify inaccuracies that may exist.

The financial services department maintains a listing of assets valued at over $5,000 for annual report purposes. Items valued over $5,000 are capitalized and depreciated to meet reporting requirements on the school's financial system (Advantage Financial). Items are identified for placement on the capital asset inventory by reviewing payments made to vendors for certain commodity and expenditure codes. When items are identified that meets the $5,000 threshold, the items are added to the capital asset inventory.

The transportation department maintains a vehicle inventory that tracks all vehicles owned by the division including school buses on a system called SMARTER. All vehicles are under the management of the transportation department and assigned to departments for their use and to the division's vehicle pools. The director of transportation is responsible for the specifications for the procurement of school buses, cars, trucks, and truck trailers.

The supply services department maintains an inventory (TRAK 1) of all non-expendable items valued at $500 or more for control purposes. The property control inventory does not include furniture items or items attached to buildings. Most items purchased are delivered to central receiving where a receiving clerk prepares an inventory control form where information pertaining to the item is captured that includes the description, manufacturer, bar code/tag number, model number, serial number, vendor, warranty expiration date, cost, and the location where the items will be located. The receiving clerk adds a bar code tag to the item and sees that the item is delivered to the proper location. The form is then given to the property control chief who sees that the item is added to the property inventory system. Schools are provided a supply of bar code tags and inventory control forms that they use in the same manner as the receiving clerk when items are delivered directly to schools.

An annual inventory is conducted of the property inventory control system maintained by the supply services department to help ensure its accuracy. However, the capital asset inventory maintained by the financial services department is not reconciled with the property control inventory or the vehicle inventory maintained by the transportation department.

There is no assurance that all items acquired and valued at over $5,000 that are added to the capital inventory are also added to the property control inventory without a reconciliation of the two systems.

RECOMMENDATION 3-8:

Reconcile the property control inventory and the vehicle inventory to the capital asset inventory to ensure the accuracy of each and consider combining the inventories into one comprehensive system.

Reconciling the inventories will help ensure the accuracy of each. Although each of the three systems serves their purpose, a comprehensive system would be more efficient and provide accurate information.

FISCAL IMPACT

It is estimated that this recommendation will require approximately 25 to 50 percent of an employee's time to implement.

3.6   *Activity Funds*

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

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

Each school maintains financial records of its activity funds on either Manatee or Blue Bear automated software. The division purchased the Blue Bear software in July 2006, has transitioned three schools to it and plan to convert the other division schools to the new software by June 30, 2007.

Over $10 million is received and disbursed through PWCS activity funds during a school year. **Exhibit 3-19** shows the balances and total receipts and disbursements for all activity funds during the years ended June 30, 2005 and 2006.

EXHIBIT 3-19
PWCS ACTIVITY FUNDS
YEARS ENDING JUNE 30, 2005 AND 2006

	Year Ended June 30, 2005	Year Ended June 30, 2006
Beginning Cash Balance	$4,306,156.43	$4,670,262.37
Receipts	$10,243,336.91	$11,862,525.25
Disbursements	$9,879,230.67	$11,290,999.20
Ending Balance	$4,670,262.67	$5,241,788.72

Source: PWCS school activity funds cash basis financial statement, year ended June 30, 2005 and 2006.

FINDING

Each PWCS school manages student activity funds, and many have idle funds that they individually invest in separate interest earning accounts. The division does not provide a centralized process to consolidate the idle funds into a single account and invest the funds in investments that are competitively bid.

Division schools are required to establish a checking account at a local bank near their respective school for the purpose of administering the transactions of their school activity funds. Principals are authorized to open a savings account, money market account, or a certificate of deposit in the name of the school, if the principal determines that there are idle funds at the school. The principal cannot maintain any other types of investments.

Of the 82 schools, 18 have investment accounts separate from their regular checking accounts. A number of schools use money market checking accounts for their regular checking accounts. Investment accounts maintained by the schools include money market savings, savings accounts, certificates of deposit, and savings bond. At June 30, 2006 the cash balance in all accounts totaled $5,241,788.72 of which $2,337,429.25 or 45 percent was in investment accounts. **Exhibit 3-20** shows the balances in activity fund savings accounts at June 30, 2006.

EXHIBIT 3-20
PWCS ACTIVITY FUNDS INVESTMENTS
JUNE 30, 2006

SCHOOL	AMOUNT INVESTED
Battlefield High School – Money Market Savings	$215,720.05
Stuart M. Beville Middle School	$99,396.05
Brentsville Division Senior High School	$274,850.86
Forrest Park High School	$1,829.16
Garfield High School	$187,677.64
Mills E. Godwin Middle School	$201,731.10
C.D. Hylton High School	$327,048.85
Lake Ridge Elementary School	$65,266.12
Lake Ridge Middle School	$104,673.06
Osbourn Park High School	$29,456.65
Potomac High School	$148,474.99
Rockledge Elementary School	$29,749.42
Sinclair Elementary School	$25.00
Stonewall Jackson High School	$342,019.83
Stonewall Middle School	$41,118.56
Woodbridge Middle School	$74,531.31
Woodbridge High School	$193,330.75
Yorkshire Elementary School	$529.85
TOTAL	**$2,337,429.25**

Source: PWCS school activity funds cash basis financial statement, year ended June 30, 2006.

The external auditor for the year ended June 30, 2006 suggested that all schools with cash balances in excess of $100,000 should begin the process of moving certificates of deposits (as they renew), savings, and money market accounts to different financial institutions, in order to maintain balances at less than $100,000 at any one financial institution. This will ensure that all deposits are covered by FDIC insurance.

RECOMMENDATION 3-9:

Continue to monitor activity fund investments to ensure coverage by Federal Deposit Insurance Corporation (FDIC) insurance.

Monitoring activity fund investments will help ensure that all are covered by FDIC insurance.

FISCAL IMPACT

It appears that this recommendation can be implemented with existing resources.

FINDING

Although each school has been provided with a copy of the Financial Guidelines Manual for student activity funds, it is not current but is being updated. Also follow-up procedures for discrepancies noted in audits of activity funds has not eliminated the same discrepancies from being repeated in subsequent audits.

Each of the division's schools uses an automated financial system that provides for the recording of revenues and disbursements by account title and provides a monthly report that shows the beginning balance for each account, monthly revenues and expenditures and the ending balance. Procedures are provided on how to process transactions in the automated system but not a standard process on how to perform the manual processes associated with receiving cash, documenting disbursements, etc.

PWCS's activity funds are audited each year by an outside auditing firm contracted for by the division. In addition to reviewing the accuracy of financial data the audit reports contain a section for audit findings and recommendations intended to improve management of the funds. It is expected that when 82 accounts are involved that have receipts and disbursement of over $10 million there will be instances where transactions are not handled entirely in an appropriate manner. For the year ended June 30, 2005 only 14 schools did not have discrepancies noted in the audit report and for the year ended June 30, 2006 only nine schools had no discrepancies noted.

Schools that have deficiencies noted in the audit of school activity funds are to send a letter to their area associate superintendent and indicate the corrective actions that the school will be making to address the issue. Although the standard practice is for the division to immediately follow-up in cases where principals do not take appropriate action, it was pointed out to the review team that three schools have had the same issues pointed out in the audit reports for three years in a row. There is no specific follow-up required for deficiencies shown in the audit reports.

There is not a standard procedures manual that provides formal guidance to principals, teacher/sponsors, or secretary/bookkeepers on the proper process to follow in order to adequately document transactions, or what is acceptable for the funds to be expended for. The division's training specialist provides training to principals and bookkeepers, but periodic training is not a substitute for a formal manual that documents policy and the approved standard procedures that are to be consistently followed. The division has a financial guidelines manual dated 1984 that includes some guidance on activity funds and which is in the process of being updated.

Without an activity fund manual that establishes policy and provides guidance on how to manage the funds, the division is at risk of not fulfilling its responsibility to properly administer student activity funds. Manuals normally include guidance on what is acceptable for the funds to be expended on, how transactions are to be documented, actions such as when to follow-up on outstanding checks, and how to provide backup to the systems, most of which have been discussed by the outside auditor in his management letter points.

RECOMMENDATION 3-10:

Ensure the financial guidelines manual provides sufficient policies and procedures for activity funds and increase the follow-up to discrepancies noted in audit reports for the division's activity funds.

Developing an operations manual for schools to use that clearly states how activity funds are to be administered will assist principals, secretary/bookkeepers, and sponsors to fulfill their responsibilities. A written manual will provide a good reference for new principals, secretary/bookkeepers, and sponsors. The manual also will assist a staff person who is asked to fill-in when a secretary/bookkeeper or sponsor is absent for an extended period of time.

FISCAL IMPACT

It appears that this recommendation can be implemented with existing resources.

4.0 EDUCATIONAL SERVICE DELIVERY

4.0 EDUCATIONAL SERVICE DELIVERY

This chapter presents the findings and recommendations for the cost of educational services for Prince William County Schools (PWCS). The major sections of this chapter include:

4.1   Introduction
4.2   Special Programs
4.3   Staffing

CHAPTER SUMMARY

The *No Child Left Behind Act* (NCLB) has established the highest level of accountability in the history of public schools. NCLB requires that schools, school divisions, and states be held accountable for school improvement and Adequate Yearly Progress (AYP) for all students.

PWCS provides education to almost 70,000 county students. The educational program has produced a steady increase in student achievement that includes:

- All schools for 2005 were accredited by the state.

- Virginia Accreditation Division scores have increased each year from 2000-01 to 2004-05 for in math, English, history, and science.

- Each year from 2000-01 to 2004-05 a higher percentage of Hispanic students, students with disabilities, and Limited English Proficient students have passed English and math.

This chapter essentially focuses on reporting commendations of practices that should be replicated elsewhere as well as suggested changes to improving the ability of the School Board, the superintendent, and staff to more effectively manage PWCS's financial resources associated with the cost of education service delivery. While MGT was contracted to study the cost of educational service delivery, it is noted that the division has shown a substantial growth in non-English speaking students and organizational changes may be needed to accommodate this student population.

Prince William County Schools is commended for:

- Undertaking a partnership with the University of Maryland for its Instructional Consultation Team in an attempt to help students with problems and reduce the number that are referred to special education testing.

- Implementing a Credit Recovery Program to help students and save the division additional expenses.

- Implementing an inclusion program titled Capture the Vision – An Inclusive Culture.

Recommendations that should assist the superintendent and School Board as they continue to consider the cost of delivering educational services include:

- Reevaluate the benefits of the Instructional Support Team and consider reassigning the nineteen teachers to the classroom if benefits do not support the cost.

- Revisit the 2005 Curriculum Management System study and implement its recommendations.

- Formally redefine the roles and responsibilities of the social workers and psychologists and consider the benefits of combining the special education social workers and psychologists with the student services department social workers and counselors and develop a process to assign costs between special education and regular education.

- Employ a director to oversee the program development and school level staffing for the English Speakers of Other Languages, Central Registration and World Languages Center Sites, and the World Languages office.

- Establish maximum staffing levels for assistant principal positions for all schools and evaluate the feasibility of phasing out positions that exceed the maximum levels.

4.1 *Introduction*

A cost-effective educational service delivery system is one that is accountable for student achievement without unnecessary expenditures. For effective management of instructional programs to take place, planning and budgeting must be interrelated. In addition, the school division must provide a clearly focused mission supported by measurable goals and objectives. In a small school division, it is critical to ensure that programs are equitable for students, regardless of the school they attend, and that processes are streamlined and focused in the most effective and efficient manner possible. For this to happen, programs, processes, and outcomes in all facets of the organization must be monitored and evaluated to ensure that the division's focus is maintained on student learning and achievement, and that all teachers maximize instructional time.

Exhibit 4-1 presents the results of a survey conducted of PWCS and other division central office administrators, principals, assistant principals, and teachers to statements related to education. To the statement that emphasis on learning has increased in recent years, a higher percentage from each peer group stated they agreed or strongly agreed than did PWCS groups. Responses to *sufficient student services are provided in this school division (e.g., counseling, speech therapy, and health)* were mixed, with PWCS central office administrators responding with a lower percentage than other division administrators, while PWCS principals, assistant principals, and teachers responded with a higher percentage than other division principals, assistant principals, and teachers. This was also the case with other statements in the survey as shown in the exhibit.

EXHIBIT 4-1
PRINCE WILLIAM COUNTY SCHOOL DIVISION AND OTHER DIVISIONS
SURVEY RESULT COMPARISONS
2006-07

STATEMENT	(%A + SA) / (%D + SD)					
	PWCS CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PWCS PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	PWCS TEACHER	TEACHER IN OTHER DIVISIONS
The emphasis on learning in this school division has increased in recent years.	71/3	83/6	85/6	89/4	67/12	71/13
Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	50/17	57/26	58/27	56/36	69/22	53/34
Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	55/6	63/17	76/15	75/14	62/25	54/31
The curriculum is broad and challenging for most students.	63/4	70/8	91/6	86/7	81/8	77/11
Teachers have adequate supplies and equipment needed to perform their jobs effectively.	46/14	N/A	81/9	N/A	53/33	N/A
Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	77/0	N/A	91/4	N/A	87/3	N/A
Our division has an effective process for staffing critical shortage areas of teachers.	38/18	N/A	42/37	N/A	26/28	N/A

Source: MGT survey conducted 2007. *Neutral* and *Don't know* responses have been omitted.

Exhibit 4-2 displays selected student data for PWCS and the state. In comparison to statewide data, PWCS has fewer number of days taught (178 compared to 180), a lower percentage of dropouts (1.6 percent compared to 1.9 percent), and the same total attendance percentage of 95 percent as the state average.

EXHIBIT 4-2
PRINCE WILLAM COUNTY SCHOOLS
SELECTED STUDENT INFORMATION
2004-05

STATISTIC	PRINCE WILLIAM PUBLIC SCHOOLS	VIRGINIA
Student Membership End-of-Year, 2004-05	64,901	1,165,596
Number of Days Taught	178	180
Total Average Daily Membership	65,213	1,178,581
Total Average Daily Attendance	61,849	1,119,802
Total Attendance Percentage	95%	95%
Dropout Percentage	1.6%	1.9%

Source: Virginia Department of Education Web site, 2007.

Exhibit 4-3 presents data related to high school graduation and plans following graduation. The percentage of PWCS graduates based on the 2001 ninth grade membership is lower than the state average (69.6 percent and 76.7 percent, respectively). Of those graduating, a larger percentage enters either a two-year or a four-year college than the state average (81.0 percent compared to 73.6 percent). About the same percentage as the state average either enters the workforce or enlists in the military (14.1 percent compared to 15.0 percent).

EXHIBIT 4-3
PRINCE WILLIAM COUNTY SCHOOLS
STUDENT STATISTICS
CLASS OF 2005

CLASS OF 2005	PRINCE WILLIAM PUBLIC SCHOOLS	STATE
Fall Membership in Ninth Grade 2001-2002	5,534	100,230
Total Graduates 2004-05*	3,850	76,842
Percentage of Graduates of 2001 Ninth Grade Membership	69.6%	76.7%
FOLLOWING GRADUATION		
Attended Two-Year or Four-Year Colleges	81.0%	73.6%
Enrolled in Other Continuing Education Plans	4.4%	5.8%
Began Employment or Enlisted in the Military	14.1%	15.0%

Source: Virginia Department of Education Web site, 2007.
*Data includes summer 2004 graduates.

The ethnic make-up of the student body of the PWCS does not differ significantly from the ethnicity of the comparison school divisions, as shown in **Exhibit 4-4**. PWCS's student population is 29.6 percent Black as compared to 20.0 percent for the

comparison average; and PWCS is 58.2 percent minority as compared to an average 41.6 percent minority at the comparison school divisions.

EXHIBIT 4-4
PRINCE WILLIAM COUNTY SCHOOLS AND PEER SCHOOL DIVISIONS
ETHNICITY OF STUDENT POPULATIONS
2005-06 SCHOOL YEAR

ETHNICITY	PRINCE WILLIAM	CHESTERFIELD	FAIRFAX	LOUDOUN	VIRGINA BEACH	PEER AVERAGE
Unspecified	2,862	639	9,382	1023	2407	3,363
As a % of Total Enrollment	5.3%	1.2%	6.8%	2.3%	3.5%	3.5%
American Indian	203	424	469	162	304	340
As a % of Total Enrollment	0.4%	0.8%	0.3%	0.4%	0.4%	0.5%
Asian	5,024	1,749	29,110	5,934	4,024	10,204
As a % of Total Enrollment	9.3%	3.2%	21.2%	13.4%	5.9%	10.9%
Black	15,885	15,717	17,520	4,127	19,943	14,327
As a % of Total Enrollment	29.6%	28.7%	12.7%	9.3%	29.0%	20.0%
Hispanic	17,214	3,723	26,470	6,248	3,885	10,082
As a % of Total Enrollment	32.0%	6.8%	19.3%	14.1%	5.7%	11.5%
White	29,690	36,165	80,926	32,922	41,434	47,862
As a % of Total Enrollment	55.2%	66.0%	58.9%	74.5%	60.3%	64.9%
Hawaiian	70	38	85	0	50,416	12,635
As a % of Total Enrollment	0.1%	0.1%	0.1%	0.0%	73.4%	18.4%
Total	70,966	58,511	163,971	50445	72,543	86,368
Percent Minority	58.2%	38.20%	50.60%	34.70%	42.90%	41.6%

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

PWCS and peer division expenditures by category for FY 2005 are presented in **Exhibit 4-5** as a percentage of total expenditures. PWCS expenditures for instruction accounts for 59.4 percent of total expenditures compared to the peer average of 60.3 percent. PWCS's percentage for instruction, when compared to peer divisions, is in the median with two peer divisions having a higher percentage and two having lower percentages. However, it must be noted that the state allows divisions to report technology expenditures across categories or all as administration expenditures. PWCS reports technology expenditures as administration while peer divisions spread their technology expenditures across a number of categories. Reporting technology expenditures differently distorts the total comparability of PWCS data and that of peer divisions.

EXHIBIT 4-5
PRINCE WILLIAM COUNTY SCHOOLS AND PEER DIVISIONS
PERCENTAGE OF EXPENDITURES
FY 2005

CATEGORY	PRINCE WILLIAM	CHESTERFIELD	FAIRFAX	LOUDOUN	VIRGINIA BEACH	PEER AVERAGE
Administration	4.0	2.1	1.7	2.1	2.1	1.9
Instruction	59.4	59.2	61.5	47.9	71.3	60.3
Attendance and Health Services	1.4	1.0	1.4	1.3	1.3	1.3
Pupil Transportation Services	5.7	4.2	3.9	4.3	4.0	4.0
Operations and Maintenance Services	7.7	9.1	7.7	5.4	11.4	8.1
School Food Services	3.1	2.8	4.8	1.8	3.2	3.8
Summer School	0.3	0.4	0.6	0.2	0.4	0.5
Adult Education	0.2	0.1	0.7	0.1	0.3	0.4
Other Educational Programs	0.4	0.9	1.8	0.3	0.6	1.2
Facilities	11.7	9.9	7.2	13.2	5.5	8.3
Debt Service and Transfers	6.1	10.4	8.6	23.5	0.0	10.1
TOTAL DISBURSEMENTS	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**	**100.0**

Source: Virginia Department of Education Web site, 2007.

Exhibit 4-6 shows special education students for PWCS and the peer divisions and the percent as compared to total enrollment. PWCS's percent of special education students as a percent of total enrollment of 12.5 percent is lower than the peer average of 14.0 percent and the state average of 14.9 percent. Compared to each peer division, PWCS percentage is second to the lowest with one having a lower percentage and three divisions have a higher percentage.

EXHIBIT 4-6
PRINCE WILLIAM COUNTY SCHOOLS AND PEER DIVISONS
SPECIAL EDUCATION STUDENTS
2005-06 SCHOOL YEAR

SCHOOL DIVISION	TOTAL ENROLLMENT AT SEPTEMBER 2005	SPECIAL EDUCATION STUDENTS AT DECMBER 2005	SPECIAL EDUCATION STUDENTS AS PERCENT OF TOTAL ENROLLEMENT
Prince William	**65,541**	**8,168**	**12.5%**
Chesterfield	55,656	8,352	15.0%
Fairfax	162,260	23,640	14.6%
Loudoun	43,330	4,737	10.9%
Virginia Beach	75,142	10,360	13.8%
PEER AVERAGE	**84,097**	**11,772**	**14.0%**
STATE TOTAL	**1,185,757**	**176,178**	**14.9%**

Source: 2004-05 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2007.

4.2   *Special Programs*

FINDING

PWCS implemented an Institutional Consultation Team (ICT) program that is aimed at reducing the number of students referred to special education testing. The program's basic concept is focused on students who are struggling or having a specific problem related to the student's ability to grasp a concept or subject. When a student is first identified with a problem a specially trained teacher works directly with the student's teacher to identify why the student is having difficulty. Together the two teachers determine if a different teaching approach can be taken by the teacher that will enable the student to understand the concept or subject instead of immediately referring the student to special education testing, which consumes time and resources.

Educating students in a regular classroom is less expensive than in a special education environment. Research has shown that students also learn better in a regular classroom. Testing students not only consumes the resources of the division but also takes the student out of the leaning environment. Students that can be effectively taught in a regular education classroom makes it more beneficial to the students and less costly to the division than when the students are taught in a special education arrangement.

The goal of the institutional consultation team is not to avoid special education when those resources are needed, but to attempt to work very carefully in the context in which a problem first appears and when it is a relatively small problem. The general model is for each school to have a facilitator, normally a psychologist, who receives training and then assembles and trains a team of consultants that includes the school principals, teachers, and other support personnel. The team then works with teachers when a student first begins to show difficulty in grasping a concept or subject.

Statistics pertaining to the program have not been compiled to determine the success of the program; however, research in other school programs, especially in the state of Maryland, show that similar programs have been successful.

PWCS has begun a partnership with the University of Maryland that includes 34 division schools participating in a research program. Seventeen of the schools have an ICT program and seventeen do not. The intent of the partnership is to measure the success of intervention with teachers prior to referring students with problems to special education testing. All 34 schools will be monitored and results compiled and reported to determine the extent to which ICT can reduce the number of students referred to special education.

COMMENDATION 4-A:

The Prince William County Schools is commended for undertaking a partnership with the University of Maryland for its Instructional Consultation Team in an attempt to help students with problems and reduce the number that are referred to special education testing.

FINDING

Although PWCPS has been operating an Institutional Consultation Team (ICT) program for a number of years and adding schools to the program, the division has not compiled sufficient statistics to determine the overall effectiveness of the program. Research in other states has shown that the program is effective, but the division is unsure of the actual impact of the program operated by PWCPS.

All programs need to be evaluated to determine their effectiveness and whether the benefits are worth the cost expended to operate the program.

RECOMMENDATION 4-1:

Compile statistics on the division's Institutional Consultation Team (ICT) program to determine its effectiveness.

By compiling statistics the divisions will be able to determine how effective the program is and if the program is cost-effective.

FISCAL IMPACT

This recommendation can be implemented with existing administrative resources.

FINDING

PWCS is implementing a pilot program to help students recover credits that were not earned because of failing a particular end-of-course test, that resulted in the student not receiving a Carnegie unit or a verified unit for that course. Frequently when a student does not receive credit for a course, the student either retakes the course to obtain the credit or, in some cases, the student just gets disinterested and never takes the course. In some instances, this situation leads to the student not graduating.

To be eligible for the pilot program a student must:

- Have failed at least two courses;
- Have fewer that 10 absences;
- Have no discipline issues; and
- Receive a teacher recommendation.

The pilot program plans to have two sessions and anticipates an enrollment of 10 students. Session I will be held from June 25, 2007, through July 13, 2007. Session II will be held from July 16, 2007 through August 3, 2007. Students will receive 75 hours of instruction (five hours per day for 15 days) from 7:30 a.m. until 12:40 p.m. Students will use the NOVANET lab located at Stonewall Jackson High School. A teacher/facilitator will be available to provide direction and guidance.

Students who successfully retake exams and earn course credits finish high school in four years instead of five, in many cases. Thus, this actually helps the student graduate instead of dropping out. It is also a benefit to the school division when a student is successful in recovering credits, by reducing the number of students in classrooms who

are retaking the class, reducing the number of students in summer classes, and reducing the number of students in night classes.

A student who successfully recovers credits relieves the division of having to provide classroom space and a regular classroom teacher for the student when they would otherwise be retaking a course.

COMMENDATION 4-B:

The Prince William County Schools is commended for implementing a Credit Recovery Program to help students and save the division additional expenses.

FINDING

PWCS has developed and is implementing an inclusion program for the division titled "Capture the Vision – An Inclusive Culture." The program is directed at changing the culture of the division to ensure that all students are given the opportunity to be in a regular classroom. Studies have shown that students learn better when exposed to teaching in a regular classroom as compared to a self-contained special education classroom.

The program provides six steps for principals to follow in laying the groundwork for the program:

- Forming an inclusion steering committee.

- Providing inclusion awareness activities for all faculty and staff.

- Collecting both quantitative and qualitative data regarding a school's special education programs.

- Analyzing data and conducting a school needs assessment.

- Using the results of the needs assessment to develop a school inclusion plan expanding inclusive practices in the school. The plan is subject to approval by the area associate superintendent.

- Ensuring professional development opportunities are provided for faculty members who will be involved in inclusion teaching teams.

PWCS's *Capture the Vision* states, "Inclusion is a culture based on the belief that all students are welcomed members of the school community and have the right to learn in the least restrictive environment. It is a belief that all faculty and staff must share the commitment and responsibility to meet the needs of all students. In an inclusive culture, acceptance and understanding of individual differences are developed through professional collaboration, differentiation of instruction, and research based, peer-reviewed teaching practices."

COMMENDATION 4-C

The Prince William County Schools is commended for implementing an inclusion program titled Capture the Vision – An Inclusive Culture.

FINDING

The school division has an Instructional Support Team composed of 19 teachers that are not in the classroom; however, the team does provide regularly scheduled in-service training on-site at all schools.

This team was originally assembled in 1992-93 and called the Restructuring Support Team. The primary responsibilities of the Restructuring Support Team were to (1) assist with the introduction and implementation of a restructured curriculum; and (2) to collect feedback from county teachers for use by curriculum writing teams. The team's major objectives were to develop and refine the county curriculum, promote awareness and discussion of the new curriculum, provide direct assistance to schools in implementing the curriculum, serve as a resource to schools in instructional improvements, and promote networking between and within county schools. The team was composed of 18 members and were assigned in teams of two to four members to a cluster of schools.

In 1994-95 the team was renamed the Instructional Support Team when most of the restructuring was complete. From 1994 to 1997 the team focused on helping teachers with the implementation of the curriculum. Team members developed and demonstrated model lessons for schools.

In 1998-99 the division began requiring each staff member to obtain 30 staff development hours each school year. To meet this requirement the curriculum and staff development department created a staff development catalog containing courses, workshops, and opportunities for teachers. Most of the catalog offerings were developed and taught by the instructional support team.

The structure of the team whose members are paid their regular salary, plus a two thousand dollar a year stipend, and who receive one-half to one hour extra pay per day for travel time, is composed of:

- Five language arts teachers – one high school, one middle school, and three elementary school.

- Five mathematics teachers – one high school, one middle school, and three elementary school.

- Four science teachers – one high school, one middle school, and two elementary school.

- Four social studies teachers – one high school, one middle school, and two elementary school.

- One special education teacher serving all levels, K-12, with all schools.

In 2004-05 all PWCS schools were accredited. The initial goal of the team has long been accomplished and team members are assigned to conducting on-site in-service training and support of classroom teachers. Therefore, the initial need for the support team has significantly changed and its benefits to the division appear to have diminished.

RECOMMENDATION 4-2:

Reevaluate the benefits of the Instructional Support Team and reassign the nineteen teachers to the classroom if benefits do not support the cost.

By returning the 19 instructional support team teachers to the classroom, the division will reduce the expense otherwise incurred by paying the corresponding teachers. The reassignment of the teachers to the classroom will better utilize the division resources used to fund the program.

FISCAL IMPACT

The fiscal impact of implementing this recommendation would reduce the cost of 19 teacher positions plus the stipends that are paid to the instructional support teachers. The annual impact would be a savings of $1,428,344 based on an average teacher salary of $53,413 plus fringe benefits of $19,763 at a 37 percent rate, plus the annual stipend of $2,000 times the 19 positions. A cost savings will be seen due to the offset of hiring new teachers during the next school year. Taking into consideration the professional development training that the IST provides to teachers, the fiscal impact is reduced by 50 percent to reflect the estimated cost of having to secure the training elsewhere ($1,428,344 x 50 percent = $714,172).

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reassign the Nineteen Instructional Support Team Teachers to the Classroom	$714,172	$714,172	$714,172	$714,172	$714,172

FINDING

PWCS uses a formative assessment program software called Curriculum Management System (CMS). The software was locally developed by curriculum specialists and classroom teachers. The system provides for alignment of curriculums, testing of students at the end of a unit, and provides results of the tests to teachers. For the system to remain a viable program, it must be maintained and kept current, but funds have not been budgeted for that purpose. Comments received during interviews and surveys indicate that some teachers do not like the system and some believe that the testing required by the system is excessive.

A 2005 study conducted by Focus Consulting Services provided an evaluation of the CMS. The study basically concluded that the tests were a reliable measure of student achievement, but how the system was implemented had problems that need to be addressed. The problems included:

- Use of mandated language arts and mathematics tests is low.

- Has a lack of mandated in-services training.

- Resources for scoring and reporting are deficient.

- System has compromised test security.

- Perceived competition of PWCS curriculum vs. SOQ and lack of leadership buy-in below central office level.

Tests given in the CMS provides teachers scores for each student taking the test and a variety of percentages for the class. During January 2007 teachers also received test results provided by NCLB categories to enable them to readily determine if any of the four groups were incurring problems at different rates than the others. Principals stated that they particularly liked these new reports and believed they would be a tool that would be useful in identifying where teaching techniques need to be revisited and ultimately improve student learning and performance.

The 2005 study also provided data on a number of commercial assessment management systems that other school divisions are using. Information on the systems used in Alexandria City Public Schools, Arlington County Public Schools, Chesterfield County Public Schools, Fairfax County Public Schools, and Virginia Beach Public Schools was provided in the report.

A system to conduct reliable tests is critical in providing accurate information on student learning in order to manage curriculum. Whatever system is used must have buy-in at all levels and must be maintained and kept current in order to be effective.

RECOMMENDATION 4-3:

Revisit the 2005 Curriculum Management System study and implement its recommendations.

By implementing the recommendations of the 2005 study the division will help ensure that PWCS teachers have a useful, informative assessment program. Further review of the report section on commercial software will also help the division to make a determination if the current CMS software is the best product for the division or whether the division should consider one of the commercial products.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The current system can be evaluated and redesigned if that is the decision of the division. Costs that will be incurred in the future to acquire and implement a replacement commercial system, should that be the decision of the division, can not be determined at this time.

FINDING

The student services department and the special education department both employ social workers and psychologists. A supervisor for social workers is on the student services department payroll and about one-third of that payroll cost is paid by special education funds. There is also a supervisor for social workers on the special education payroll. Both supervisors report to both the director of special education and the director of student services.

Social workers and psychologists are assigned to schools by the two departments. The social workers and psychologists working in the schools share duties with each group of special education students and regular education students.

It was reported to the review team that the system does work, mainly because of a very good working relationship between the two directors and the two supervisors. Costs for special education social workers and special education psychologists who spend time assisting regular students are recorded as special education costs. The same situation occurs with student services department social workers and psychologists whose total costs are recorded as regular education costs even though they spend time assisting special education students.

It was also reported that the functions and responsibilities have changed over the past few years, but their roles and responsibilities have not been formally redefined.

RECOMMENDATION 4-4:

Formally redefine the roles and responsibilities of the social workers and psychologists and consider the benefits of combining the special education social workers and psychologists with the student services department social workers and counselors.

Formally redefining the roles and responsibilities will help improve accountability and efficiency. Combining the social workers and psychologists will potentially provide a formal reporting arrangement for managing their duties that overlap to regular and special education students. Developing a process to record the time each spends on regular and special education will improve the accuracy of costs recorded for the programs.

FISCAL IMPACT

This recommendation can be implemented with existing resources and may ultimately lead to cost savings.

4.3 *Staffing*

The Standards of Quality (SOQ) in Virginia provide detailed guidelines regarding the staffing ratios for administrative, instructional, and support personnel in school divisions.

Section 22.1-253.13:2, Part C of the SOQ details the ratios for instructional staff:

Each school board shall assign licensed instructional personnel in a manner that produces division-wide ratios of students in average daily membership to full-time equivalent teaching positions, excluding special education teachers, principals, assistant principals, counselors, and librarians, that are not greater than the following ratios: (i) 24 to one in kindergarten with no class being larger than 29 students; if the average daily membership in any kindergarten class exceeds 24 pupils, a full-time teacher's aide shall be assigned to the class; (ii) 24 to one in grades one, two, and three with no class being larger than 30 students;

(iii) 25 to one in grades four through six with no class being larger than 35 students; and (iv) 24 to one in English classes in grades six through 12.

Within its regulations governing special education programs, the Board shall seek to set pupil/teacher ratios for pupils with mental retardation that do not exceed the pupil/teacher ratios for self-contained classes for pupils with specific learning disabilities.

Further, school boards shall assign instructional personnel in a manner that produces school-wide ratios of students in average daily memberships to full-time equivalent teaching positions of 21 to one in middle schools and high schools. School divisions shall provide all middle and high school teachers with one planning period per day or the equivalent, unencumbered of any teaching or supervisory duties.

In Part H through J of section 22.1-253.13:2, the staffing ratios for administrative and support staff are:

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

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

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

3 *Librarians in elementary schools, one part-time to 299 students, one full-time at 300 students; librarians in middle schools, one-half time to 299 students, one full-time at 300 students, two full-time at 1,000 students; librarians in high schools, one half-time to 299 students, one full-time at 300 students, two full-time at 1,000 students.*

4   *Guidance counselors in elementary schools, one hour per day per 100 students, one full-time at 500 students, one hour per day additional time per 100 students or major fraction thereof; guidance counselors in middle schools, one period per 80 students, one full-time at 400 students, one additional period per 80 students or major fraction thereof; guidance counselors in high schools, one period per 70 students, one full-time at 350 students, one additional period per 70 students or major fraction thereof.*

5   *Clerical personnel in elementary schools, part-time to 299 students, one full-time at 300 students; clerical personnel in middle schools, one full-time and one additional fulltime for each 600 students beyond 200 students and one full-time for the library at 750 students; clerical personnel in high schools, one full-time and one additional full-time for each 600 students beyond 200 students and one full-time for the library at 750 students.*

I. *Local school boards shall employ five full-time equivalent positions per 1,000 students in grades kindergarten through five to serve as elementary resource teachers in art, music, and physical education.*

J. *Local school boards shall employ two full-time equivalent positions per 1,000 students in grades kindergarten through 12, one to provide technology support and one to serve as an instructional technology resource teacher.*

Part K of the SOQ goes on to state that school divisions may exceed these minimums and may staff positions that are funded through state incentive or categorical funding programs.

Exhibit 4-7 displays teacher staffing levels and pupil to teacher ratios for PWCS and peer school divisions in 2004-05. PWCS has fewer total teachers per 1,000 students than the division average (63.0 compared to 73.8), a much higher ratio of pupils to classroom teachers in grades K-7 (15.3 compared to 13.5) and also a higher ratio of pupils to classroom teacher poison in grades 8-12 compared to division average (14.4 compared to 11.5).

EXHIBIT 4-7
PRINCE WILLIAM COUNTY SCHOOLS AND PEER SCHOOL DIVISIONS
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
2004-05

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Prince William	**63.0**	**15.3**	**14.4**
Chesterfield	68.9	14.2	12.8
Fairfax***	77.0	12.4	11.4
Loudoun	76.6	13.2	10.5
Virginia Beach	72.7	14.0	11.3
PEER AVERAGE	**73.8**	**13.5**	**11.5**

Source: *2005 Superintendent's Annual Report for Virginia*, Virginia Department of Education, Web site, 2007.
*Ratios based on End-of-Year enrollments.
**Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades 6 - 8.
***Fairfax County data include Fairfax City.

Exhibit 4-8 compares the number of instructional and teacher aide staff positions and their average annual salaries based on Virginia DOE data for the 2005-06 school year. PWCS has higher average annual teacher salary than comparison divisions ($54,387 compared to $50,627). PWCS also has a higher average annual teacher aide salary than comparison divisions ($20,850 compared to $18,206). PWCS average salaries for instructional positions and teacher aide positions are second when compared to peer divisions; the only peer division higher is Fairfax.

EXHIBIT 4-8
PRINCE WILLIAM COUNTY SCHOOLS AND PEER SCHOOL DIVISIONS
STAFF POSITIONS AND SALARIES
2005-06

SCHOOL DIVISION	ALL INSTRUCTIONAL POSITIONS[1]		TEACHER AIDES	
	NUMBER OF POSITIONS	AVERAGE ANNUAL SALARY	NUMBER OF POSITIONS	AVERAGE ANNUAL SALARY
Prince William	**4,635.5**	**$54,387**	**447.6**	**$20,850**
Chesterfield	4,287.5	$44,132	680.2	$15,238
Fairfax	14,052.3	$56,546	1,928.8	$22,606
Loudoun	3,928.5	$54,242	693.2	$16,883
Virginia Beach	6,047.2	$47,587	1,097.9	$18,095
PEER AVERAGE	**7,078.9**	**$50,627**	**1,100.0**	**$18,206**

Source: Virginia Department of Education, Web site, 2007.
[1] "All Instructional Positions" includes classroom teachers, guidance counselors, technology instructors, librarians, principals, and assistant principals.

Exhibit 4-9 shows PWCS and peer division costs of instruction and the cost per ADM. PWCS's cost per ADM of $6,467 is below the peer average of $7,058 by eight percent. Compared to peer divisions, PWCS has the second lowest cost per ADM with Chesterfield the only peer division that has a lower cost. Putting aside Fairfax's instructional cost, which is more than twice as high as any comparison division, PWCS has the second highest instructional cost.

EXHIBIT 4-9
PRINCE WILLIAM COUNTY SCHOOLS AND PEER SCHOOL DIVISIONS
INSTRUCTIONAL COST
FY 2005

SCHOOL DIVISION	INSTRUCTION	COST PER ADM
Prince William	**$427,118,607**	**$6,467**
Chesterfield	$308,071,952	$5,488
Fairfax	$1,309,850,431	$8,141
Loudoun	$359,144,802	$8,098
Virginia Beach	$485,502,683	$6,503
PEER AVERAGE	**$615,642,467**	**$7,058**

Source: Virginia Department of Education Web site, 2007.

Exhibit 4-10 presents a comparison PWCS staffing for principals and assistant principals, teachers, and teacher aides per 1,000 students. PWCS number of principals and assistants per 1,000 students of 3.3 is the same as the peer average. Teachers and teacher aides per 1,000 students at PWCS of 63.0 and 6.9 are both far below the peer average of 72.7 for teachers and 13.6 for teacher aides.

EXHIBIT 4-10
PRINCE WILLIAM COUNTY SCHOOLS AND PEER SCHOOL DIVISIONS
COMPARISON WITH SELECTED SCHOOL DIVISIONS
STAFF PER 1,000 STUDENTS
2004-05

SCHOOL DIVISION	PRINCIPALS/ASSISTANT PRINCIPALS	TEACHERS	TEACHER AIDES
Prince William	**3.3**	**63.0**	**6.9**
Chesterfield	3.1	68.9	12.2
Fairfax	3.2	77.0	11.8
Loudoun	3.6	76.6	15.7
Virginia Beach	3.3	72.7	14.8
PEER AVERAGE	**3.3**	**73.8**	**13.6**

Source: Virginia Department of Education, Web site, 2004-05 Superintendent's Annual Report.

When compared to state funded SOQ teacher staffing levels, PWCS, like every other school division in the state, funds extra positions at the elementary, middle, and high school levels.

The division's site-based management budget process provides funding to schools based primarily on a per student allocation. Schools are authorized broad authority to

establish staffing and use of the allocated funds within certain established criteria. The division, like every other school division in the state, has minimum standards that more than meet the minimum SOQ standards, but does not establish a level at which the number of positions is exceeded.

FINDING

While there are specific requirements in entitlement programs for staffing English Speakers of Other Languages (ESOL), the division has not adopted formulas or assigned and empowered specific staff to oversee staffing formulas and to require that principals implement these formulas.

Currently, the division has one staff member who is responsible for not only overseeing ESOL, but also oversees the world language programs. Having this dual role for one staff member is excessive, given that the division has incurred a dramatic increase in ESOL enrollment. Specifically, the division has nearly 12,000 ESOL students as of September, 2006. This figure is an increase of over 8,000 students since the 2001-02 school year.

MGT consultants believe that a portion of this current situation is attributed to the strong site-based philosophy that governs site-based school management. In the case of ESOL entitlement programs, this philosophy has the potential for creating inequities among division schools and could possibly place the division at risk of forfeiting entitlement funds if not meeting staffing and other requirements.

A more practical solution would be to add a director level position to oversee the ESOL program. This position must have the authority to require that individual schools adhere to the proper ESOL staffing formulas and other requirements.

RECOMMENDATION 4-5:

Employ a director to oversee the program development and school level staffing for the English Speakers of Other Languages, Central Registration and World Languages Center sites, and the World Languages office.

Implementation of this recommendation accomplishes two primary purposes: first, it separates the foreign languages programs from ESOL since the needs for these two programs differ significantly; second, it provides needed coordination to ensure that school level staff positions, particularly those grant funded, are consistent with federal requirements while meeting student and school needs.

The development of the director position will also permit the division to effectively coordinate such programs as training and other ESOL needs to ensure division wide consistency.

The current site-based school management philosophy of program and staffing implementation creates significant issues which can only be resolved by essential division level coordination and requirements.

This recommendation should be implemented by fall 2007.

FISCAL IMPACT

This recommendation can be implemented at an annual cost of $124,215. This is based on a mid-point director's salary of $90,668 plus fringe benefits of $33,547 for a total of $124,215. The five-year cost is $621,075.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ One Director Position	($124,215)	($124,215)	($124,215)	($124,215)	($124,215)

FINDING

Although the division established staffing ratios for assistant principal positions that are similar to the state SOQ funded staffing levels, many of the division schools exceed these standards. The PWCS standard for all schools is one full-time assistant principal for each 600 students. The SOQ standard is one full-time for each 600 students at the middle and high schools, but is one half-time at schools with 600 students and one full-time at schools with 900 students.

The division's site-based management budget process allocates funding to schools based on a fixed allocation to fund the acquisition of baseline support personnel and a per-pupil allocation to fund instructional staff, support staff, supplies, equipment and services that increase as the number of students increase. The broad-based authority provided to schools to establish staffing allows schools to establish staffing levels that they believe meet their needs including the number of administrators such as assistant principals. This delegated authority allows the number of assistant positions to exceed the SOQ minimum requirements and often exceeds the division's standard.

While MGT supports the research that schools should be staffed according to the unique demographics and needs of the students, we also recommend that a maximum staffing level should be established based on state or other guidelines. These guidelines should only be allowed to be exceeded when specific justification can be provided to establish a specific need that is above the norm.

RECOMMENDATION 4-6:

Establish maximum staffing levels for assistant principal positions for all schools and evaluate the feasibility of phasing out positions that exceed the maximum levels.

Establishing a maximum staffing level for assistant principal positions will help ensure that all schools use the same methodology and staff at a level that is consistent throughout the division. A fixed staffing will also help ensure that funds intended for the classroom are expended for that purpose.

FISCAL IMPACT

MGT recognizes that this recommendation is based from a fiscal perspective and that the Board has the final approval.

It is also noted that PWCS staffing for assistant principals is consistent with those of its peer school divisions and prevailing state practice. The State Board of Education is currently recommending that the legislature change and fund the SOQ from 600 students per assistant principal to 300 students per assistant principal.

5.0   HUMAN RESOURCES

5.0 HUMAN RESOURCES

The focus of this chapter is on the notable procedures, processes, and practices of the human resources department in the Prince William County Schools (PWCS) division and its delivery of services to almost 10,000 full and part-time employees. The chapter is divided into the following five sections:

     5.1   Organization and Management
     5.2   Personnel Policies and Procedures
     5.3   Job Classifications, Job Descriptions, and Employee Compensation
     5.4   Recruitment, Hiring, and Retention
     5.5   Evaluation and Professional Development

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

CHAPTER SUMMARY

The mission of PWCS's human resources (HR) department states that the department, "is committed to attracting, supporting, and retaining the highest quality employees dedicated to providing a world class education for our students." Towards that end, the HR department plans, organizes and manages the school division's program of recruitment, selection and staffing, separation from employment, compensation, placement and evaluation of personnel. It is also responsible for the overall administration of employee benefits including health insurance and retirement plans.

During the on-site visits, School Board members, central, and school staff expressed concern over a number of personnel issues. The most prevalent of these concerns focused on the following personnel components:

- Organization and efficiency of the HR department.

- Timeliness of the hiring process.

- Lack of centralized process for discrimination claims.

- Staff development, especially for assistant principal training and classified personnel.

- Substitute deployment practices.

Commendations include:

- Providing an innovative approach to maintaining relatively low health care costs for the division and low increases in health premiums for its participating employees.

- Developing creative and unique benefit enhancements to its total compensation package to positively impact the overall recruitment and retention.

- Implementing varied and successful outreach strategies to recruit diverse teacher candidates.

The proposed changes recommended by MGT in this chapter are consistent with current best practices and are focused on improving the overall efficiency of the personnel services delivered to the employees of PWCS. Recommendations include:

- Creating a detailed department procedures manual and implementing HR staff cross-training as a high priority.

- Implementing an automated substitute system for teachers and exploring the cost-effectiveness of that system's use for classified substitute personnel.

- Developing and implementing a standard organization system for the documentation that should be found in each personnel folder maintained in the centralized HR office location.

- Ensuring that all health and medically-related information is filed in folders exclusively for health information.

- Revising the School Board policy concerning personnel files (Regulation 505.03-1) to provide authority for and limit employee access to personnel records.

- Creating an equity/compliance position housed in a newly created office of legal services.

- Instituting a three-year cycle for reviewing/updating division job descriptions.

- Implementing a 40-hour work week for all full-time classified staff.

- Revising evaluation tools and procedures to include professional development for those employee positions for which it is presently lacking.

- Consolidating the division's professional development programming for all its employees into its staff development office.

■ Incorporating the ongoing and comprehensive training of assistant principals through the educational foundation's leadership academy.

5.1 *Organization and Management*

5.1.1 *Introduction*

Human resources administration involves organizing, guiding, providing resources for, and interacting with employees. To be effective, the human resources function must be aligned with the organization's goals and objectives and administered in a manner that meets extensive legal and regulatory challenges. The human resources department is a critical component of employee well-being in any organization.

Major functions of the HR department include:

■ Interpreting and recommending personnel policy and procedures.

■ Providing basic counsel to individual managers and supervisors, including school site administrators, about performance related issues among their subordinates.

■ Providing training in human resources matters.

■ Conducting recruitment activities.

■ Processing applications for employment.

■ Screening applicants.

■ Processing new hires for employment and providing orientation.

■ Entering and tracking all employee qualifications, certifications, verifications, assignments, promotions, transfers, resignations, and retirements.

■ Implementing competitive salary schedules.

■ Directing the preparation, revision, and maintenance of job descriptions.

■ Administering the division's benefits system including health insurance, retirement, and personnel data such as annual and sick leave.

■ Handling Equal Employment Opportunities (EEO) and harassment complaints.

■ Monitoring employee appraisals.

■ Maintaining personnel records.

The division is staffed with nearly 10,000 employees, half of whom are teachers. A complete list of employees by position is shown in **Exhibit 5-1**.

EXHIBIT 5-1
PRINCE WILLIAMS COUNTY PUBLIC SCHOOLS
FULL AND PART TIME EMPLOYEES
2006-07 SCHOOL YEAR

TYPE OF EMPLOYEE	NUMBER OF EMPLOYEES
Superintendent	1
Deputy Superintendent	1
Associate Superintendents	8
Principals	85
Assistant Principals	132
Teachers	5,118
Visiting Teachers	6
Teacher Assistants	801
Substitute/Temporary	140
Guidance Counselors	187
Librarians	94
Psychologists	43
Attendance Personnel	10
Secretarial	604
Directors	22
Supervisors	110
Coordinators	5
Specialists/Technicians	363
Program Managers	29
Cafeteria workers	650
Custodians	470
Maintenance Personnel	166
Warehouse workers	25
Bus Drivers	706
Bus Attendants	165
Bus Garage Mechanics	56
TOTAL	**9,997**

Source: Prince William County Public Schools, Department of Human Resources, March 2006.

5.1.2   *Staffing*

The current organization structure of the HR department is shown in **Exhibit 5-2**, followed by the reporting structure for each position and the number of direct reports.

**EXHIBIT 5-2
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
DEPARTMENT OF HUMAN RESOURCES
CURRENT ORGANIZATIONAL STRUCTURE**
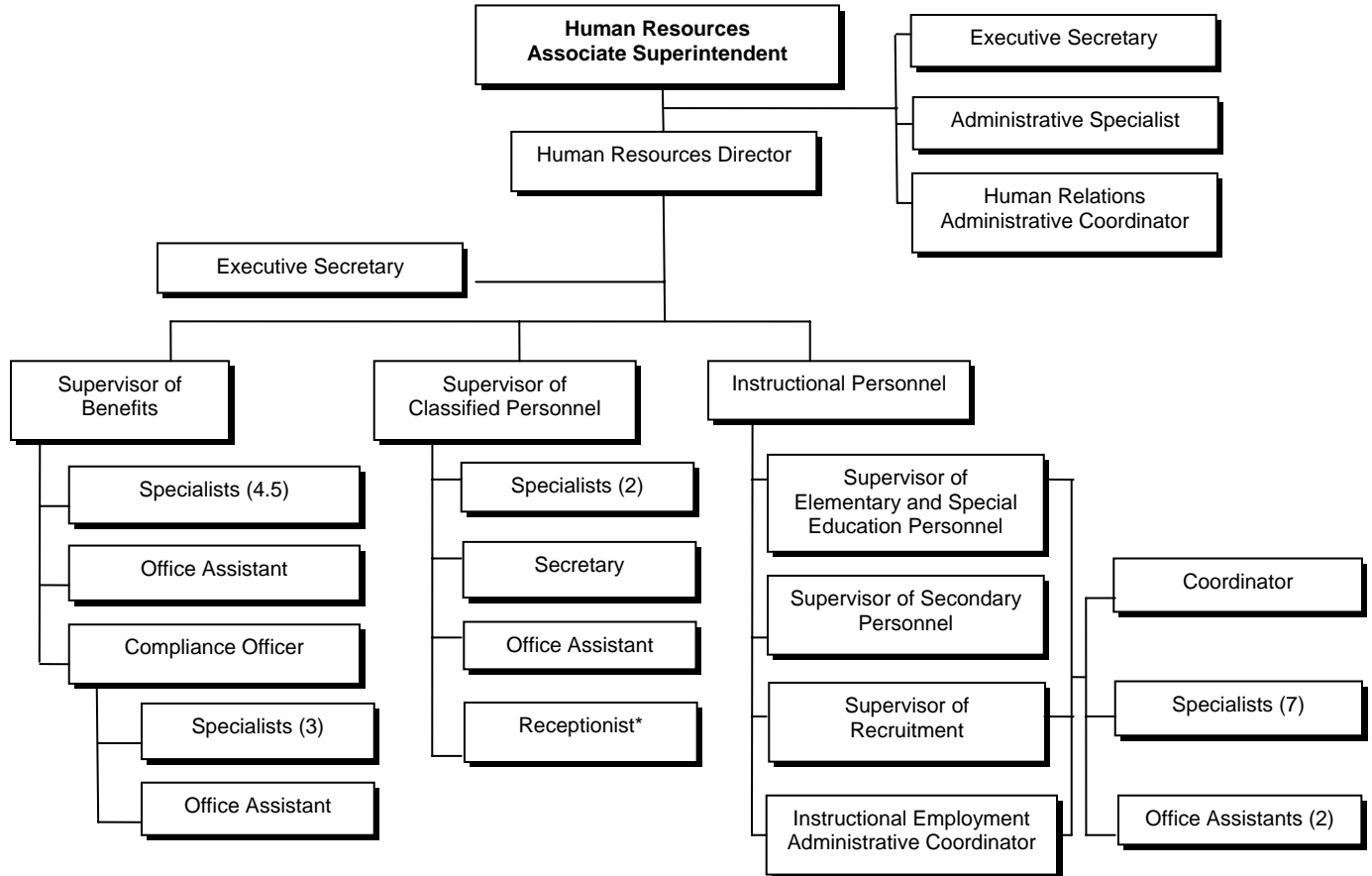
Source: Prince William County Public Schools Department of Human Resources, 2006.
*Receptionist for the Central Administration Building.

- **Human Resources Associate Superintendent** – Under the direct supervision of the associate superintendent are three support staff members and the human resources director. (Total staff – 4)

- **Human Resources Director –** Three functional offices report directly to the director of HR through five supervisors and one administrative coordinator. The director is supported by one executive secretary. Each office is described below. (Total staff – 7)

- **Benefits –** The office is staffed by a supervisor with four full-time and one half-time specialist positions, and one office assistant. Functional responsibilities include:

    - Health insurance.
    - Supplemental insurances.
    - Tax-deferred savings plan.

- Retirement.
- Leave.
- Other benefits.

The supervisor of benefits also manages one compliance officer who supervises three specialists and one office assistant. Functional responsibilities of this group include:

- Employee mandates such as fingerprinting, tuberculin testing, and child protective services screening.

- New employee orientations.

- Teacher certification/licensure procedures.

(Total staff – 10.5)

- **Classified Personnel –** The supervisor of classified personnel oversees one administrative coordinator, two specialists, one secretary, and one office assistant. This position also manages one receptionist for the central office building. The functional responsibilities for this office include:

  - Posting vacant positions.
  - Screening and processing new hires.
  - Processing terminations.
  - Reviewing salaries.
  - Monitoring the evaluation process.
  - Reviewing/updating job descriptions.

  The supervisor participates in some recruitment activities and began the implementation of a staff development program for classified personnel in the 2006-07 school year. The receptionist's duties also include assisting job applicants with the on-line application process on computers located in the central office lobby area. (Total staff: 6)

- **Instructional Personnel** – HR services for instructional personnel are managed by the supervisor of elementary and special education personnel, the supervisor of secondary personnel, the supervisor of recruitment, and the administrative coordinator for instructional employment (currently also acting as the supervisor of secondary personnel), The office is supported by one coordinator, seven specialists, and two office assistants. The functional responsibilities for this office include:

  - Coordinating all recruitment activities.

  - Screening and processing new hires, including substitutes and temporary staff.

  – Providing general human resource support for school based administrators.

(Total Staff – 10)

FINDING

The HR department does not have a procedures manual.

In 2006, the HR department began the process of implementing numerous operational changes to improve its customer service. Several examples of these recent changes include the following:

- Attending the four monthly meetings with area superintendents and principals and providing 30 to 45 minutes of HR related content as part of the four hour agenda.

- Participating in the division's Support Staff Evaluation Accountability Meetings (SSEAM) and Teacher Enhancement Accountability Meeting (TEAM) in which employees and areas of concern are reviewed.

- Implementing a consultative approach with principals in which the HR director and associate superintendent managers meet with each principal two times per year.

- Improving the employee intent and transfer system.

- Implementing an on-line application system.

The department has also begun to develop individual position manuals and to establish staff cross-training assignments for its staff members.

The division's Strategic Plan for 2005-2009 established the goal that, "a survey of customers will evaluate the quality of department (supplier) services with an 80 percent satisfaction rate or an increase of five percentage points." The needs of the growing PWCS division must be met by a responsive and efficient HR department in keeping with the division's Strategic Plan and Goals for 2005-2009.

Despite the above operational changes, there were significantly large drops in customer satisfaction ratings from the previous year in the, "administration of the employment process" (decrease from 75 percent to 64 percent), "administration of classified personnel" (83 percent to 77 percent), and "administration of secondary personnel" (88 percent to 81 percent).

PWCS respondents in the survey conducted by MGT provided comments that corroborated these perceptions. The survey included PWCS central office administrators, principals and assistant principals, and teachers. Key areas of concern expressed about the HR department were: lack of timely responses, inconsistent

answers to inquiries, confusion about whom to contact for information, perceived impatience of HR staff, and loss of paperwork.

Given the numerous operational changes, a detailed procedures manual would allow an HR staff member to quickly search for and find a procedure or process needing clarification. Also, the time to train new or temporary employees is reduced considerably if procedures are written and can be referenced. Most of the information that needs to be included in a personnel policies and procedures manual has already been prepared. Therefore, the human resources staff should be able to gather the materials needed to create the manual rather quickly and use it to facilitate cross-training of its staff.

RECOMMENDATION 5-1:

Create a detailed HR department procedures manual and implement cross-training as a high priority.

Creating a detailed department procedures manual and using it to cross-train staff is critical to the HR staff's ability to respond efficiently to the department's customers. This activity should also reduce the amount of inconsistent information given to those relying on the information provided by the HR department.

This manual should help to detect any inefficiencies within the department. The development of the manual also has the residual benefit of compelling HR staff to carefully review present practices.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

FINDING

The division lacks automated systems to deploy substitute employees including teachers and classified employees such as food service workers and custodial staff.

According to a memorandum dated April 5, 2006, the HR department has reviewed several automated substitute teacher systems. This topic was previously explored in a school system technology plan assessment conducted by SEI Consultants in 2004, in which the consultants advised the division of products established in the marketplace that would fill the division's requirements. The HR department recommended implementing a substitute teacher automation system in December 2006. The department's projected savings in terms of personnel time (derived from 2005-06 school year records) was 561 hours, of which 367 hours were either compensatory time or paid overtime.

In staff interviews, MGT was told that recommendations for a substitute calling system had been submitted, but no action had been taken.

RECOMMENDATION 5-2:

Implement an automated substitute system for teachers and explore the cost-effectiveness of that system's use for classified substitute personnel.

The use of an automated system reduces personnel time expenditures and also reduces the impact of absenteeism in the schools. The system can more effectively alert principals about employee absences and provide automated reporting.

FISCAL IMPACT

This recommendation can be accomplished at an estimated first year start-up cost of $46,400, including set-up and training fees, and an annual recurring cost of $39,000, subject to price increases. Cost savings are calculated using the department's estimate of personnel time incurred to this activity (i.e. 561 hours of which 367 was overtime) at a Secretary I (pay grade four) hourly rate. To derive the cost savings, the base salary for pay grade four of $24,768 for a 250 day contract year was used to derive an hourly rate of $13.21 ($18.10 including fringe benefits) for regular time and $19.81 ($27.14) including fringe benefits) for overtime rates of time and one-half. Thirty-five percent of regular time (194 hours annually) devoted to substitute seeking totals $3,511. The hourly overtime rate (i.e., $27.14) was used to calculate the remaining 65 percent of the time (367 hours annually) seeking substitutes that is compensatory time or paid overtime totaling $9,960. A total of $13,471 is the value of annual personnel cost savings.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Purchase Automated Substitute System	($46,400)	($39,000)	($39,000)	($39,000)	($39,000)
Personnel Cost Savings	$13,471	$13,471	$13,471	$13,471	$13,471
TOTAL	**(32,929)**	**($25,529)**	**($25,529)**	**($25,529)**	**($25,529)**

FINDING

The division's personnel records lack a systemic filing process.

As part of the methodology for efficiency studies, MGT reviews personnel files. MGT's review found several deficiencies in the division's maintenance of its personnel records. There is not a checklist provided for the contents of the files and/or the order in which the files are to be maintained. Our review found that the personnel files lack consistency in the organization of information within the file. Further, it was difficult to ascertain if all elements of personnel records are contained within the files due to their lack of organization.

Additionally, some health-related information is not filed separately. For example:

- Virtually all files reviewed contained the results of tuberculin test results.

- Numerous files contained documentation of leave approvals for maternity leave, and one file included extensive and detailed records (including a physician letter) concerning leave extensions due to complications with childbirth.

- Many classified employee files contained physical examination records dating from the 1990s.

Personnel files containing health-related materials is a violation of the federal Health Insurance Portability and Accountability Act of 1996 (HIPAA) that requires employers to protect medical records as confidential, and separate and apart from other business records.

Consultants also reviewed school site files. They largely held only recent teacher observations and/or evaluations for instructional as well as classified staff. There were no health related materials found; however, in several cases, there were older evaluation materials at school sites that were not found in the division's central files.

The division is currently in the process of consolidating school site personnel files into the division's central office location. During school site reviews, many of the principals informed consultants that the central office is the repository of all personnel records.

A more effective practice is to have accurate personnel information organized and easily available when needed. Every organization will eventually encounter the need to produce documentation about employee performance and work history. Having the proper records to retrieve the information, in an organized format, is vital.

RECOMMENDATION 5-3:

Develop and implement a standard organization system for the documentation that should be found in personnel folders maintained in the centralized HR office location.

The HR department should develop and adopt a standard filing checklist and procedure and include these in the HR department procedures manual recommended above.

The following types of information may be included in the personnel records:

Employment related:

- Request for application
- Employee's original employment application if not on-line
- Prescreening application notes
- College recruiting interview report form
- Employment interview report form
- Education verification
- Employment verification
- Other background verification
- Rejection letter
- Employment offer letter
- Employment agency agreement if hired through an agency
- Employee Handbook acknowledgment form showing receipt of Handbook

- Checklist from new employee orientation showing subjects covered
- Transfer requests
- Relocation offer records
- Relocation report
- Security clearance status

Evaluation related:

- New employee progress reports
- Performance appraisal forms
- Performance improvement program records

Training and development related:

- Training history records
- Training program applications/requests
- Skills inventory questionnaire
- Training evaluation forms
- In-house training notification letters
- Training expense reimbursement records

Employee separation related:

- Exit interview form
- Final employee performance appraisal
- Exit interviewer's comment form
- Record of documents given with final paycheck

Benefits related:

- Medical/Dental/Vision coverage waiver/drop form
- Vacation accrual/taken form
- Request for non-medical leave of absence
- Retirement application
- Payroll deduction authorizations
- COBRA notification/election
- Hazardous substance notification and/or reports
- Tuition reimbursement application and/or payment records
- Employer concession and/or discount authorization
- Annual benefits statement acknowledgment
- Safety training/meeting attendance/summary forms

Wage/Salary Administration related:

- Job description form
- Job analysis questionnaire
- Payroll authorization form
- Fair Labor Standards Act exemption test
- Compensation history record
- Compensation recommendations
- Notification of wage and/or salary increase/decrease

Employee Relations related:

- Report of coaching/counseling session
- Employee Assistance Program consent form
- Commendations
- Employee written warning notice
- Completed employee suggestion forms
- Suggestion status reports

The following information should not be in the employee personnel files, but should be maintained in separately secured files:

Medical Records:

- Health provider records of examination
- Diagnostic records
- Laboratory test records, including tuberculin test results
- Drug screening records
- Health insurance application form
- Life insurance application form
- Request for medical leave of absence regardless of reason
- Personal accident reports
- Workers' compensation report of injury or illness
- OSHA injury and illness reports
- Any other medical records with personally identifiable information about individual employees

Investigation Records:

- Discrimination complaint investigation information
- Legal case data
- Accusations of policy/legal violations

Security Clearance Investigation Records:

- Background investigation information
- Personal credit history
- Personal criminal conviction history
- Arrest records

The HR department can reference the Louisa County Schools (VA) system for maintaining personnel files in an orderly manner and for filing new materials quickly and efficiently.

Further, when replacing file cabinets for personnel records, the division should install fireproof cabinets as a preferred precautionary business practice.

FISCAL IMPACT

This recommendation can be accomplished with existing staff resources. Implementation of the adopted organization system can be introduced on a gradual schedule to minimize staff time impact.

RECOMMENDATION 5-4:

Ensure that all health and medical information is filed in folders exclusively for health information.

Due to patient confidentiality regulations in HIPAA, all individually identifiable health information such as the results of the tuberculin tests, leave requests related to a health condition, and physical examination results should be secured in files separate from other information related to employment. Other examples of records that should be filed separately are identified above. No one should be able to view these records unless the employee has provided written permission.

There were numerous health related records found in our review of personnel files, in violation of HIPAA requirements. These records should be extracted from personnel files and secured in confidential, secured files in a timely fashion.

FISCAL IMPACT

Although this recommendation can be implemented with current staff, it should be a high priority for the HR department and may require the use of temporary staffing to accomplish in a timely manner.

FINDING

The division's personnel records are not adequately secured.

While the cabinets containing personnel files are locked each evening, files that are not in cabinets are stored in open boxes or placed on shelves in desk areas. The personnel files are located throughout the HR department work area and there are periods when that office area may be unattended. For example, during the time of MGT's review, the employee responsible for securing the administrative personnel files was not in the office all day, but the files were unlocked and unattended. The file cabinets storing personnel records for substitutes and temporary employees were unlocked and located in the department copy room with no supervision of any kind. Our school site reviews found inconsistent procedures to secure personnel records. For example, in some cases the files were kept locked within the principal's office, in others they were kept unlocked in the principal's office and in one case they were kept unlocked in a staff assistant's office, although this office was locked at the end of the day. Furthermore, the file cabinets used to store health-related information were not kept locked at all times.

Additionally, the current Board policy does not specifically state practices related to health records in personnel files.

A management review conducted in May 2006 by the Cheswolde Group also noted the personnel file security lapses seen in the MGT review and warned of the potential liability from lawsuits due to unauthorized access to personnel records.

RECOMMENDATION 5-5:

Revise the School Board policy concerning personnel files (Regulation 505.03-1) to provide authority for and limit employee access to personnel records.

The School Board policy governing personnel records (Regulation 505.03-1**)** should be revised to reference an HR department procedures manual that specifies employees by position who are authorized to view personnel folders other than their own, the specific type(s) of personnel files the person is allowed to view, the procedure for gaining access to the files, and directives to maintain locked files at all times at the central office as well as school sites.

Having written policies and operating procedures should ensure that all employees follow the same process for accessing files containing personal information. A written policy should also give employees confidence that only authorized persons have access to their personal information.

Chesterfield County Public Schools (VA) Policy Manual includes the human resources privacy policy displayed in **Exhibit 5-2** that could serve as a model for such a policy in Prince William County Schools.

EXHIBIT 5-2
CHESTERFIELD COUNTY PUBLIC SCHOOLS
HUMAN RESOURCES PRIVACY POLICY

HUMAN RESOURCES - 536
Privacy Policy
The school system protects the privacy of its employees by restricting personnel data to that needed for business, legal, or contractual purposes, by limiting internal access to personnel records to those with a need to know and by releasing information from the personnel file externally only with the employee's consent or to meet legal or contractual requirements. Each employee may have access to and correct inaccurate information in his or her personnel file.
Approved: December, 1988
Legal Reference:
Code of Virginia, Section 2.1377, et seq.

Source: Chesterfield County Public Schools (VA), Web site, 2006.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

5.2   *Personnel Policies and Procedures*

Policies and regulations guiding PWCS are maintained on the division Web site and are published and available in each school and in the four full service public libraries in Prince William County. The official hard copies of all Prince William County Public School Policy Manuals are maintained by the deputy clerk to the School Board.

Regulations guiding the HR department in its delivery of services are also printed in the department's employee manuals for instructional personnel and classified personnel. The PWCS HR policies include:

- Employment procedures.
- Health requirements.
- Code of conduct.
- Employee rights.
- Harassment policies.
- Personnel records.
- Compensation.
- Contract procedures.
- Benefits.
- Leave procedures.
- Staff evaluations.
- Disciplinary procedures.
- Retirement and resignation.

Policies related to non-discrimination are in Section 060 of the PWCS Policy Manual.

Policy development in human resources should be an ongoing process. Because of the changing nature of human resources, new policies and regulations become necessary, current policies need revising and updating, and others become obsolete and should be deleted from the policy manual.

FINDING

Existing PWCS policies, regulations and practices regarding non-discrimination, affirmative action and equal employment opportunity are outdated and may not be in compliance with state and federal law. Additionally, there is no position to oversee this area for the division.

The law firm representing PWCS reported numerous concerns related to the administration of personnel equity and diversity in a memorandum dated November 17, 2006. Key issues cited included:

- Significant demographic changes altering the racial and cultural environment of Prince William County, the PWCS students, and its personnel.

- Lack of a centralized system and repository of information as well as flawed procedures for the investigation of discrimination and harassment complaints.

- Inadequate legally-required training of employees in non-discrimination and harassment.

- Lack of a trained compliance officer that can handle discrimination complaints up until the time for the involvement of the federal Equal Employment Opportunity Office, Office of Civil Rights and/or litigation.

In response to the memorandum, the associate superintendent for human resources has created a job description for a compliance officer within an office of equity and diversity; however, a position has not been established.

PWCS faces ongoing and increased risk of litigation with the deficiencies noted in its administration of non-discrimination, affirmative action, and equal employment opportunity policies and practices.

RECOMMENDATION 5-6:

Create an equity/compliance position housed in a newly created office of legal services.

Chapter 2.0, **Recommendation 2-8** recommends the creation of an office of legal services with a paralegal position combined with an equity function to reduce overall costs for legal and related services and to avoid expensive litigation and grievance procedures.

The creation of the equity/compliance position will proactively coordinate, facilitate, monitor, and ensure compliance for all PWCS functions related to non-discrimination, affirmative action, and equal employment opportunity. The related functional responsibilities should include:

- Serve as the central coordinator of all discrimination and harassment claim and grievance activities, including investigations, appropriate referrals, and prompt and equitable resolutions, in association with the department of risk management and security services, the paralegal position recommended in Chapter 2.0 and/or contracted legal services; and the HR department.

- Update all relevant policies, regulations and practices.

- Coordinate all activities related to equity/compliance training.

- Promote fair and equitable practices in all programs, services and activities including employment practices.

- Review, process, and monitor all employee requests for accommodations under the Americans with Disabilities Act.

- Serve as the division's representative and point of contact with PWCS departments, schools, outside agencies, and the community for any related matters.

- Compile and present statistical and compliance data for internal evaluation purposes and for any external reporting required by government agencies.

FISCAL IMPACT

This recommendation can be accomplished at an estimated annual cost of $104,028. This is calculated on the basis of a PWCS supervisor position salary of $75,933 plus benefits of $28,095. The total five-year cost is $520,140.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Create an Equity and Compliance Position	($104,028)	($104,028)	($104,028)	($104,028)	($104,028)

5.3   *Job Classifications, Job Descriptions, and Employee Compensation*

A well-written job description is a necessary and vital instrument in hiring qualified and competent staff. Job standards for particular types of jobs are set when good job descriptions are developed. The assignment of pay grades to job positions is more easily accomplished when a job description has all necessary crafted elements. Job descriptions can serve as a basis for annual performance evaluations and are becoming increasingly important in defending workers' compensation and civil lawsuits**.** Periodic review and revision of job descriptions is a key component of human resource management.

Currently, employees in PWCS are categorized as: "administrative" (e.g. school site administrators such as principals and assistant principals and central office managers), "classified" (e.g. food service staff, custodians, clerical staff and non-managerial positions), "teacher", "substitute teacher" or "temporary" personnel.

FINDING

Job descriptions for classified personnel have not all been accurately updated and the HR department lacks a formalized schedule for continued updating.

In October 2003, PWCS received the final report of a classification and compensation study conducted by Palmer & Cay Consulting Group for all positions. According to HR staff, in subsequent years one-third of the positions were reviewed and updated to reflect current responsibilities. HR staff indicated in interviews with MGT consultants that the job description reviews and updates were completed and further updates would occur as positions are vacated.

However, a management review report dated May 1, 2006, stated that "job descriptions for the majority of classified employees have not been updated in several years" and the

division "did not conduct desk audits to ensure that job descriptions accurately reflected job duties, responsibilities, and workflow". This report further stated that job descriptions are updated "as time allows".

In response to further inquiries by the MGT review team, HR staff stated that the job description updates are not yet completed.

RECOMMENDATION 5-7:

Institute a three-year cycle for reviewing/updating division job descriptions.

The HR department should begin with those job descriptions identified to be most inaccurate through its contacts with supervisory and administrative staff in the SSEAM and TEAM process. Reviews and updates should be a standard item included in the updated job descriptions.

School divisions utilizing best practices regularly review job descriptions to ensure that they accurately reflect the actual duties of each job and are properly dated and signed. Job descriptions that are incomplete, not updated, or missing prevent the division from holding employees accountable for job performance. In addition, the ability of supervisors to conduct valid and effective employee performance appraisals for those whose job descriptions are not complete or updated is minimized at best.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

FINDING

The division has not increased its full-time classified employees from the current 37.5 hour workweek to a 40 hour workweek.

The Palmer & Cay Classification and Compensation study described previously recommended that the PWCS increase the regular scheduled workweek for classified employees to 40 hours per week from 37.5 hours per week with no adjustment to base salary. The consultant's recommendation was based on external market data that indicated the PWCS was at 75 percent of cash compensation for its classified personnel based on 2,080 hours per year or a 40 hour workweek.

PWCS did not implement this recommendation. Staff indicated in interviews that they also questioned why this recommendation was not implemented, and that it was a historical practice.

Currently there are 1,961 classified employees working 37.5 hours per week with a total budgeted base salary of $69,884,116. Increasing the number of hours worked to 40 hours per week with no increase in base pay or cost to the school division, as recommended in the Palmer & Cay study, is equivalent to $4,658,941 in personnel time value ($6,382,749 including fringe benefits) which is currently being relinquished by the division.

RECOMMENDATION 5-8:

Implement a 40-hour work week for all full-time classified staff.

Supervisor and administrative employees already work a scheduled 40 hour workweek. Increasing the workweek from 37.5 hours to 40 hours for all full-time classified staff, with no increase in base pay, should be implemented gradually with a clear and positive communication plan through the division's multifaceted communication strategies.

FISCAL IMPACT

The implementation of this recommendation is considered soft savings and can be implemented with existing staff.

This recommendation can result in additional staff resource valued at up to $ 4.66 million annually or $6.38 million including fringe benefits, not including annual salary adjustments. The two and a half hour increase would be phased in over a two year period, increasing to 38.75 hours during the 2007-08 school year and then going to 40 hours per week in 2008-09 and continuously thereafter.

FINDING

PWCS provides a cost-effective health insurance benefit for its employees.

The division has used a self-insured health insurance plan since 1992, currently insuring approximately 6,200 employee members. The division has also participated in a health insurance consortium since 1984. The current participating employers, in addition to PWCS, are the Prince William County Government, Park Authority, and Service Authority with a total of almost 9,000 participating members. Each employer pays its own claims, but the fixed costs for all are combined, resulting in lower administrative costs than if each employer were contracting separately for its health insurance plans.

As seen in **Exhibit 5-3** below, PWCS group health insurance premium rate increases have been far lower between 2002 and 2006, except in 2004, than those of other employer sponsored health plans as reported in a national study. Most markedly, there have been years when the rate increase was zero percent.

EXHIBIT 5-3
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
GROUP HEALTH INSURANCE PROGRAM RATES HISTORY
FISCAL YEARS 2002 THROUGH 2007
COMPARED TO NATIONAL RATES

Year	PWCS Rate Increase (Fiscal Year)	National Rate Increase (Calendar Year)
2002	6.0%	12.9%
2003	0.0%	13.9%
2004	11.4%	11.2%
2005	7.3%	9.2%
2006	3.9%	7.7%
2007	8.1%	NA

Source: Prince William County Schools Benefits Office and The Kaiser Foundation and Health Research and Educational Trust *Employer Health Benefits 2006 Summary of Findings.*

Exhibit 5-4 displays data from school systems in the Washington DC area and shows that PWCS has a relatively low cost for its health benefits with its coverage comparable to the other systems.

EXHIBIT 5-4
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
2007 ANNUAL HEALTH INSURANCE COST PER TEACHER
COMPARED TO OTHER WASHINGTON DC AREA SCHOOL BOARDS

SCHOOL BOARD	TOTAL AUTHORIZED EMPLOYEE POSITIONS	FY 2007 ANNUAL EMPLOYER COST FOR HEALTH INSURANCE (for a hypothetical teacher salary of $60,000)
Alexandria City	2,046	$ 7,440
Arlington County	3,395	$11,547
Fairfax County	22,207	$10,560
Falls Church City	370	$ 9,751
Loudon County	7,620	$10,878
Manassas City	940	$10,398
Prince William County	**8,931**	**$ 8,460**

Source: *Washington Area Boards of Education WABE Guide FY 2007*, compiled by Fairfax County Public Schools, November 2006.

COMMENDATION 5-A:

Prince William County Schools is commended for providing an innovative approach to maintaining relatively low health care costs for the division and low increases in health premiums for its participating employees.

5.4 *Recruitment, Hiring, and Retention*

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

The classification and compensation study performed by Palmer & Cay Consulting Group in 2003 included slight modifications to the PWCS salary structure based on internal equity and external market data. Since that time the HR department has further adjusted the salary structure in the form of cost of living adjustments.

MGT found current year teacher and instructional assistant data as shown in **Exhibit 5-5**. As indicated by the sources, data were collected by various sources. While MGT recognizes the divisions listed below are not with the Virginia clusters for Prince William County, the review team took into consideration surrounding area divisions. Although not the highest salary, PWCS falls in a reasonable range of other similarly sized school systems in the Washington DC area.

**EXHIBIT 5-5
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
2007 TEACHER SALARIES
COMPARED TO OTHER WASHINGTON DC AREA SCHOOL BOARDS**

SCHOOL DIVISIONS	CONTRACT LENGTH	HOURS PER DAY	TEACHER SALARY (BACHELORS DEGREE)	AVERAGE TEACHER SALARY	TEACHER SALARY (MASTERS DEGREE)	MAXIMUM TEACHER SALARY
Prince William County	**195**	**7.00**	**$40,788**	**$53,514**	**$55,245**	**$86,372**
Alexandria City	192	7.25	$42,040	$61,596	$63,642	$91,633
Arlington County	200	7.50	$42,040	$69,156	$64,001	$96,983
Fairfax County	194	7.50	$42,400	$62,638	$58,067	$88,394
Falls Church City	200	7.50	$39,211	$61,780	$58,489	$91,353
Loudon County	197	7.00	$40,986	$58,540	$56,271	$90,668
Manassas City	200	7.50	$40,838	$58,867	$55,303	$88,972
Fauquier County	196	7.5	$37,500	$52,620	$39,500	$72,906
Stafford County	200	7.5	$36,051	$50,966	$39,912	$73,620

Source: *Washington Area Boards of Education WABE Guide FY 2007*, compiled by Fairfax County Public Schools, November 2006; Prince William County Schools Benefits Office, October 2006.

FINDING

PWCS has implemented benefit enhancements to positively impact recruitment and retention of employees.

These include:

- A 403(b) Supplemental Retirement Program (SRP) in which the division matches up to 5 percent of the employee's contribution

- The option for eligible employees that are retiring or terminating to "pay-out" their accumulated sick leave with health insurance premiums

- Use of the Retirement Opportunity Program (ROP) that provides additional income for eligible, retiring PWCS employees.

The 403(b) SRP that is implemented in PWCS is unique in the region. After three years of service, employees who voluntarily choose to contribute to this pre-tax retirement savings plan receive a School Board matching contribution up to a maximum of five percent of the employee's contributions. The School Board contributions increase on a graduated schedule as shown in **Exhibit 5-6**.

EXHIBIT 5-6
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
GRADUATED MATCHING CONTRIBUTIONS TO ELIGIBLE EMPLOYEES
PRE-TAX CONTRIBUTIONS TO SUPPLEMENTAL RETIREMENT PLAN 403(b)
(MAXIMUM OF FIVE PERCENT MATCH)

EMPLOYEE'S YEARS OF SERVICE	PWCS MATCHING PERCENTAGE
Less than three years	0%
Three but less than five years	25%
Five but less than ten years	50%
Ten but less than fifteen years	75%
Fifteen years of more	100%

Source: Prince William County Schools Office of Benefits, 2006.

HR staff and other PWCS personnel reported this as a key retention tool. In fact, the program has increased considerably in recent years. The 2007 budgeted expenditure for the 403(b) program is $9,309,985 and has increased by 53 percent since 2003. Just under 50 percent of the division's employees participate in the plan. As can be expected, higher level/higher paid staff are more likely to participate, and teachers also participate at a slightly higher level, i.e. 57 percent.

According to the PWCS sick leave policy (Regulation 542.02-1), there is no limit on the accumulation of sick leave. At separation, an employee may choose from several options concerning unused sick leave accumulation (but only for sick leave earned with PWCS). These options include:

- Convert their sick leave to separation leave based on a formula (only for employees that are eligible for separation leave as of June 30, 1991).

- Transfer sick leave to another school division.

- Be paid at 10 percent per diem.

- Elect to participate in the Retiree Health Insurance Premium Contribution Plan, if eligible.

The last option is a unique benefit enhancement designed to encourage retention of PWCS employees.

The pay-out of sick leave for the last two years is displayed in **Exhibit 5-7**.

EXHIBIT 5-7
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
PAY-OUT OF SICK LEAVE FOR ALL OPTIONS

EVENT	2005	2006	TOTAL
Separation Pay	$ 443,274.02	$ 516,109.56	$ 959,383.58
Separation Leave	$ 438,755.60	$ 481,863.31	$ 920,618.91
TOTAL	**$ 882,029.62**	**$ 997,972.87**	**$ 1,880,002.49**

Source: Prince William County Schools Financial Department, 2006.

The ROP program is an option for full-time PWCS employees who are eligible for the Virginia Retirement System (VRS) with at least seven years of PWCS service, 17 years or more of VRS service or in education, and between the ages of 55 and 65. ROP retirees can work in the PWCS division for the equivalent of 20 days or 10 percent of their last annual work period during a 12 month period with prorated pay based on their salary at retirement without paid benefits. The program has been in place since 1995 and is still very popular. According to the brochure advertising the program, "more than 100 [PWCS] work sites benefited … in 2006 and approximately 11,680 work-days of employment were provided by ROP participants."

COMMENDATION 5-B:

Prince William County Schools is commended for developing creative and unique benefit enhancements to its total compensation package to positively impact the overall recruitment and retention.

FINDING

PWCS has an active recruitment program that includes targeting diversity in its teachers and other employees.

The HR department's recruitment program includes a comprehensive array of activities. For example, the division has recognized the value of professional marketing materials and has developed well-designed and attractive recruitment materials including a thorough information guide in both English and Spanish. A floor display with an integrated and attractive look is used at recruitment events and advertising flyers and banners are available in both English and Spanish. Likewise, the division Web site is well-stocked with helpful materials.

The department has also worked closely with the Visiting International Faculty (VIF) program that recruits international teachers to the division's schools. Since 2001, PWCS has steadily and substantially increased the number of teachers hired through this program from less than 10 to almost 60 in the 2006-07 school year. This recruitment activity especially reinforces the division's focus on global education and its goal to have at least one international teacher at each school.

There is a full recruitment event schedule including job fairs, conferences, and on-campus-interviewing. A range of PWCS employees participate in these events. During the 2005-06 school year, 17 or 33 percent were central based administrators; 34 or 67 percent were principals or school based administrators. For the current year, 2006-07, a total of 59 people participated or are planning to participate: 20 or 34 percent were/are administrators and 39 or 66 percent were/are principals or school based administrators. This involves over 100 events ranging from campus visits (54 percent) to conferences (28 percent) and job fairs/teacher interview days (18 percent) as seen in **Exhibit 5-8**. The PWCS recruitment activity includes numerous events for high need recruitment areas such as:

- University of Virginia Diversity Job Fair (November 2, 2006).

- University of Puerto Rico (December 5, 2006).

- National Speech-Language-Hearing Conference (February 15-16, 2007).

- NASA Math/Science Minority Conference (February 15-17, 2007).

- New York Minority Expo (March 24, 2007).

- PWCS Teacher Interview Days for ESOL (January 5, 2007), Special Education (February 9, 2006), and VIF (May 10, 2007).

EXHIBIT 5-8
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
RECRUITMENT EVENTS FOR SCHOOL YEAR 2006/2007

	CAMPUS VISITS	CONFERENCES	JOB FAIRS/TEACHER RECRUITMENT DAYS	TOTAL
Number	55	29	18	102
Percent	54 %	28%	18%	100%

Source: Prince William County Schools Department of Human Resources, 2007.

Teacher applications to PWCS have increased 36 percent since 2001, totaling over 5,000 in the 2005-06 school year. The percent of teachers retained has remained steady or increased steadily each year as shown in **Exhibit 5-9**.

EXHIBIT 5-9
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
PERCENT OF NEW TEACHERS RETAINED

SCHOOL YEAR	NEW TEACHERS	PERCENT OF TEACHERS RETAINED						
		YEAR 2	YEAR 3	YEAR 4	YEAR 5	YEAR 6	YEAR 7	YEAR 8
1998-99	402	82.6%	65.9%	56.0%	51.0%	42.8%	39.6%	34.8%
1999-00	435	78.9%	69.2%	55.6%	50.3%	47.4%	45.1%	43.7%
2000-01	582	82.6%	72.5%	62.5%	54.6%	50.3%	48.6%	
2001-02	605	82.1%	70.1%	56.5%	53.4%	51.1%		
2002-03	655	84.6%	74,8%	61.7%	58.3%			
2003-04	638	84.3%	72.1%	63.7%				
2004-05	834	84.4%	75.4%					
2005-06	879	87.0%						

Source: Prince William County School Department of Human Resources, Retention of New Teachers Database 1998-2006.

Exhibit 5-10 shows the actual number of teachers hired compared to projections. Over the last five years, PWCS has exceeded its projected hires each year by an average of 122 teachers.

EXHIBIT 5-10
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
TREND OF TEACHER HIRING
2002-2007

TEACHERS	2002/03	2003/04	2004/05	2005/06	2006/07
Projections	429	500	771	754	749
Total Hires	655	638	834	811	879
Overage/(Underage)	226	138	63	57	130

Source: Prince William County Schools Department of Human Resources Staffing 2002-2007.

Of further note, MGT found that the superintendent participates in the hiring of leadership positions to further stress the importance of the selection process.

COMMENDATION 5-C:

Prince William County Schools is commended for implementing varied and successful outreach strategies to recruit diverse teacher candidates.

5.5 *Evaluation and Professional Development*

According to PWCS Regulation 571-1, the performance of all employees will be evaluated each year. The policy details the filing of the annual reports, procedures concerning those employees receiving summary ratings of "needs improvement", appeals procedures, and the establishment committee to review the evaluation process every three years.

Within the PWCS 2005-09 Strategic Plan, Goal Four is listed as "Faculty, staff, and leaders are qualified, high performing, diverse, and motivated." One objective for this goal states: "Provide ongoing professional development support for employees." To implement this objective, the plan states that all employees will complete and implement a professional development plan.

FINDING

PWCS lacks a comprehensive professional development program for its classified employees

Exhibit 5-11 lists the various position categories and professional development support tools (if any).

EXHIBIT 5-11
PRINCE WILLIAM COUNTY PUBLIC SCHOOLS
PROFESSIONAL DEVELOPMENT INCLUDED IN
EVALUATION TOOLS FOR EMPLOYEE CATEGORIES

POSITION CATEGORY	PROFESSIONAL DEVELOPMENT SUPPORT
Instructional Administrators, Principals, & Assistant Principals	Performance Objectives
Non-Instructional Administrators	Performance Objectives
Teachers	Personal Development; Types of Staff Development; Recommendations for Growth: Professionalism: Takes responsibility for and participates in meaningful and continuous process of professional development that results in the enhancement of student learning
Other Instructional Staff: Activities Director, Career Counselor, Guidance Counselors, Gifted Education, Instructional Support Team, Librarian, Physical Therapist/ Occupational Therapist, School Psychologist, School Social Worker/Visiting Teacher, Specialist, Substance Abuse Prevention Specialist	Professionalism: Takes responsibility for and participates in meaningful and continuous process of professional development that results in the enhancement of student learning
Classified Staff	Professional development activities, goals and strategies for completions of goals.
School Nurses	Professional Growth
Food Services Staff	Professional development activities, goals and strategies for completions of goals.
Bus Drivers and Attendants	None

Source: Prince William County Public Schools, Department of Human Resources, February 2006.

Previous to the 2006-07 school year, the division had not provided professional development for its classified employees. The first such activity was a half day Professional Development Day for some classified employees selected by their supervisors in August 2006.

The management review of the HR department dated May 2006, also noted that for classified employees, "there is no training to support new managers or supervisors, nor is there training that focuses on enhancing productivity overall such as performance management techniques and time management."

HR staff is currently inventorying training opportunities in the division's various offices that may be appropriate for classified employees.

RECOMMENDATION 5-9:

Revise evaluation tools and procedures to include professional development for those employee positions for which it is presently lacking.

School bus drivers and attendants currently do not address professional development in their evaluation procedures. Unless formalized through the evaluation process, the

division cannot effectively monitor whether "all employees complete and implement a professional development and growth plan" as stated in the PWCS Strategic Plan Goal Four.

FISCAL IMPACT

This recommendation can be implemented with existing resources and staff.

RECOMMENDATION 5-10:

Consolidate the division's professional development programming for all its employees into its staff development office.

Implementation of this recommendation to include classified personnel should result in a coordinated professional development program throughout the division. Such coordination should more efficiently meet the intent of the PWCS Strategic Plan Goal Four. Support of the educational foundation's leadership academy as proposed in Chapter 2.0, **Recommendation 2-15** should be a part of these actions.

FISCAL IMPACT

This recommendation can be implemented with the resources identified in Chapter 2.0, **Recommendation 2-15**.

FINDING

Assistant principals have only been provided formalized training through modules in their second year as an assistant principal.

There is no formal leadership training for assistant principals, only on-the-job training which varies considerably between school sites. Also, typically the assistant principal cannot attend area meetings, TEAM meetings, or other informational meetings held during school hours for principals because they are "on deck" at the school site.

RECOMMENDATION 5-11:

Incorporate the ongoing and comprehensive training of assistant principals through the educational foundation's leadership academy.

Part of the function of the institute should include the purposeful development of a succession planning system including both the training and development of assistant principals, as well as the continued training and advancement of principals.

FISCAL IMPACT

This recommendation can be implemented with the resources identified in Chapter 2.0, **Recommendation 2-15**.

6.0 TRANSPORTATION

6.0 TRANSPORTATION

Prince William County, located in the northeastern portion of the Commonwealth of Virginia, is one of the larger counties in the state with a 2006-estimated population of 365,000. The county is in close proximity to our nation's capital of Washington, DC and a significant portion of the population travels to and from Washington working for the federal government in other jobs. It is one of the fastest growing counties in the Commonwealth of Virginia and its leadership is concerned about unchecked growth. The division has a transportation budget over $44 million to transit students to and from school, extra-curricular events and other functions.

The Code of Virginia, Section 22.1-176 states, in part, "County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation." Prince William County Schools (PWCS) provide all students (except those living within designated walking areas) with bus transportation to and from school within the student's attendance area free of charge. Transportation is also provided between the home and school or other educational facilities operated by PWCS in which the student is enrolled. Additionally, students may be required to meet a bus at an assigned stop a distance up to one mile from his/her residence on a Commonwealth maintained road.

This chapter presents findings, commendations, and recommendations for the transportation function in PWCS. The major sections of this chapter are:

6.1   Organization and Staffing
6.2   Planning, Policies, and Procedures
6.3   Routing and Scheduling
6.4   Training and Safety
6.5   Vehicle Maintenance

CHAPTER SUMMARY

Prince William County Schools is in compliance with Virginia Department of Education (VDOE) policies and procedures. PWCS provides efficient student transportation services. It performs this responsibility in a safe manner and provides students with competent and safe transportation. During the efficiency and effectiveness evaluation of the PWCS transportation department, MGT of America found several issues that could be corrected or improved as they relate to the transportation function. Making those corrections will have fiscal impacts and also increase efficiency, personnel retention, and operational integrity.

Commendable accomplishments of the transportation department are:

■   The transportation department has an exceptional training program. There is a significant number of training courses offered to personnel in the transportation department to keep skills current and also for their improvement. In those circumstances where training is given at other locations in the Commonwealth or other parts of the United States, PWCS covers registration, accommodations, food, and other incidental costs for employees to attend.

- The transportation department has an excellent accident prevention and reporting program and is in compliance with 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.

- Superb maintenance support operations implemented and supervised by the manager of vehicle maintenance. 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.

- Commendable vehicle maintenance information system (VMIS) program. The transportation department coordinator for vehicle repair does an exceptional job keeping track of vehicle maintenance schedules, programming bus and commercial vehicle maintenance, and keeping accurate inventories of parts and supplies.

Overall, the transportation department does a satisfactory job complying with and implementing VDOE transportation policies and procedures, reducing costs, and planning; however, MGT found there are areas of the transportation function that could be improved. The transportation department needs to more efficiently secure its parts inventory; establish a bus replacement policy; ensure the special education IEP coordinator is fully versed on transportation procedures; and reduce its spare parts inventory. A brief synopsis of these observations is enumerated below:

- Current inventory and control of parts has potential for misappropriation. The parts inventory and associated equipment, according to information provided by the coordinator for vehicle repair, is approximately $1.4 million. This figure includes $892,297 of repair parts stocked, including tires, from documentation provided by the director of transportation. There are five maintenance locations with varying levels of parts security. Parts for vehicle repairs are distributed at each location. Only two have full-time parts clerks to ensure distribution and receipt of parts and equipment. The other three locations are on an "honor system" and this creates a situation encouraging misappropriation.

- There is a disconnect and misunderstanding as it relates to transportation in the Individual Educational Program (IEP) for exclusive/special education students. The special education coordinator was not fully versed on processes and procedures relating to transportation decisions relating to exclusive/special education students.

- The PWCS spare bus policy should be reviewed and adjusted. Normally, a 10 percent bus policy is considered adequate for school buses.

- PWCS does not have a written bus replacement policy. The division has two buses over 19-years old that are inoperable and not used to transport students. There are also a significant number of buses over 15-years of age that are being used to transport students.

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.

BACKGROUND

A diagnostic review as part of this performance audit was conducted to gather opinions of PWCS administrators, principals, teachers and staff. Their opinions and attitudes, though not a complete picture of the transportation function, are valuable observations. This group is cognizant that the office of transportation services caters to over 53,260 students with a bus fleet of 823 buses to transport students daily to and from school, athletic events, and extra-curricular activities during the school year. They are aware that routes for buses cover one of the largest geographical areas in the Commonwealth of Virginia. Other perceptions and observations of PWCS administrators, principals, teachers and staff are:

- Recruiting and retaining bus drivers is a challenge. PWCS is constantly looking for drivers to maintain both the regular and substitute driver pool. They posit that there are difficulties finding potential drivers who can pass screening tests to become bus drivers, or are willing to become substitute drivers given their false perceptions of low pay, lack of benefits, and the negatives associated with discipline problems on some routes.

- The perception that more money is spent on the transportation function than on the school division's specialty programs. According to their perception, this results in more money spent moving students to and from school and less for education or instructional programs.

- In general, the majority of interviewees indicated an improvement in the transportation function during the last three years. Positive comments ranged from improved routing and scheduling to better maintenance facilities.

- The perception that the inclusion program will drive up transportation costs. At present, PWCS is viewed as spending a lot of money on transportation services and inclusion programs are viewed as a program that will increase transportation costs.

- A significant number of administrators, principals, teachers, and staff expressed concern about special programs that guarantee students having access to and use of express transportation. The concern is

that the practice of providing expedited transportation to special program students penalizes those who are not in the program.

As stated earlier, the above are perceptions and observations provided by PWCS administrators, principals, teachers, and staff as they relate to the student transportation function. The remainder of this chapter examines more thoroughly their observations and perceptions. In addition, surveys, examination of verified data and information, numerous interviews with key personnel, focus group surveys of bus drivers and attendants, Commonwealth of Virginia Department of Education data, and other information are incorporated as necessary to reinforce or refute the perceptions.

Prince William County is one of the fastest growing counties in the nation. **Exhibit 6-1** shows that all of the peer school divisions' counties or city had increased population in the period 2000-01 to 2005-06. The population average for the comparative divisions increased from 427,257 in 2000-01 to 498,632 in 2005-06, an increase of 42,005 or 9.2 percent. During the same period, PWCS increased from 280,813 to 363,015, an increase of 82,202 or 29.3 percent. Only Loudon County had a greater increase in population of 93,122, or 54.9 percent.

EXHIBIT 6-1
PRINCE WILLIAM COUNTY SCHOOLS
POPULATION GROWTH TRENDS
COMPARED TO OTHER COUNTY GROWTH TRENDS
2000 TO 2005 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2005-06
Prince William County	**280,813**	**363,015**
Chesterfield County	259,903	289,568
Fairfax County	969,749	1,008,764
Loudon County	169,599	262,726
Virginia Beach	427,257	433,470
POPULATION AVERAGE	**456,627**	**498,632**

Source: Population Division, U.S. Census Bureau, 2006.

Given the population growth trends in the divisions being compared as shown in **Exhibit 6-1**, it is important to learn if there are corresponding increases in student populations. **Exhibit 6-2** reveals that PWCS had 39,872 students enrolled in 2000-01. That number increased to 50,655 in 2004-05 for an increase of 10,783 students. The peer division average shows 69,293 in 2000-01 and 67,513 in 2004-05, an increase of 3,949 students. Prince William County grew in population 29.3 percent and in student enrollment by a nearly matching 27 percent. The comparison counties and city, on the other hand, grew in population by 9.2 percent, but grew in student enrollment by a lesser rate of 6.2 percent.

EXHIBIT 6-2
PRINCE WILLIAM COUNTY SCHOOLS
POPULATION PEER COMPARISONS
2000 TO 2005 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County	**39,872**	**42,471**	**45,076**	**48,058**	**50,655**
Chesterfield County	43,237	44,087	41,369	41,757	43,009
Fairfax County	117,882	121,265	122,975	125,357	127,852
Loudon County	23,846	25,135	27,626	29,729	30,574
Virginia Beach	69,289	69,059	69,385	67,616	68,616
PEER SCHOOL DIVISION AVERAGE	**69,293**	**64,887**	**65,339**	**66,115**	**67,513**

Source: Commonwealth of Virginia, Department of Education, Transportation Reports 2000-2005.
Note: Numerical entries are totals for students transported morning and afternoon runs.

An important effectiveness/efficiency measurement of the transportation function is total yearly transportation costs. **Exhibit 6-3** shows that the PWCS transportation cost in 2000-01 was $22,483,260 and increased to $41,294,278 in 2004-05 for an increase of $18,811,018, or an 84 percent increase. The peer school division average was $28,978,238 in 2000-01. In 2004-05 the peer school division average increased to $41,641,049 for an increase of $12,662,811, or a 44 percent increase. Thus, transportation costs increased in PWCS and the peer divisions as population growth and student enrollments increased, but PWCS experienced a greater percent increase based on VDOE data. However, as subsequent data will show, there was a corresponding greater percent increase in student enrollment in PWCS over the same period of time. When cost per additional student is considered, PWCS is the lowest among the comparison districts at $1,745 per additional student compared to $1,941 in Fairfax County and $2,663 in Loudon County. (Chesterfield and Virginia Beach had budget increases although their student populations declined.)

EXHIBIT 6-3
PRINCE WILLIAM COUNTY SCHOOLS
TOTAL YEARLY TRANSPORTATION COSTS
COMPARED TO PEER DIVISIONS
2000 TO 2005 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County Schools	**$22,483,260**	**$31,424,239**	**$32,168,391**	**$34,885,732**	**$41,294,278**
Chesterfield County Public Schools	$14,382,948	$14,260,185	$18,187,578	$16,394,122	$21,637,431
Fairfax County Public Schools	$66,120,483	$69,121,454	$75,281,838	$77,408,506	$85,471,105
Loudon County Public Schools	$14,265,463	$17,385,830	$21,641,448	$21,886,721	$32,181,589
Virginia Beach Public Schools	$21,144,058	$21,529,676	$22,017,640	$25,661,229	$27,274,071
PEER DIVISION AVERAGE	**$28,978,238**	**$30,574,286**	**$34,282,126**	**$35,337,645**	**$41,641,049**

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 6-4 provides insight on the number of regular students provided student transportation services over a five-year period. PWCS had 38,290 students in 2000-01 and grew to 49,237 in 2004-05, an increase of 10,947 or 29 percent. Chesterfield County and Virginia Beach experienced slight declines in the number of regular students riding buses. Fairfax County had an 8.3 percent increase and the fast growing Loudon County experienced an increase of 6,452 or 28 percent. The overall peer division average increase was 3,743 or just six percent. These comparative growth numbers track closely with the data previously shown in **Exhibit 6-2** which showed a 27 percent and 6.2 percent increase when comparing PWCS with the peer division average growth in student population.

EXHIBIT 6-4
PRINCE WILLIAM COUNTY SCHOOLS
NUMBER OF REGULAR STUDENTS TRANSPORTED
COMPARED TO PEER DIVISIONS
2000 to 2005 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County Schools	**38,290**	**40,873**	**43,613**	**46,577**	**49,237**
Chesterfield County Public Schools	41,995	42,910	40,220	40,563	41,823
Fairfax County Public Schools	113,688	116,834	118,500	120,824	123,142
Loudon County Public Schools	23,383	24,594	27,008	28,953	29,835
Virginia Beach Public Schools	67,112	66,861	67,031	65,349	66,349
PEER DIVISION AVERAGE	**61,545**	**62,800**	**63,190**	**64,343**	**65,288**

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 6-5 shows the numbers of exclusive or special education students provided transportation services in PWCS and the peer schools divisions. It is important to point out that exclusive or special education transportation services often take up a considerable amount of the budget of school divisions in the Commonwealth of Virginia. Special equipped buses, special equipment, and the need for bus aides all impact the significant cost to transport exclusive/special education students. **Exhibit 6-5** shows that exclusive students over the five-year period increased in three of the four peer divisions. Chesterfield County decreased by 56 students, a five percent decrease. PWCS exclusive student transportation declined 164 students or 10.4 percent while the peer division average increased by 207 students for a 10.2 percent increase.

The decrease in number of exclusive students provided special transportation services has budgetary implications. As noted above, transportation service for exclusive students is more expensive, in part because of the need for special equipped buses. PWCS management of exclusive student requirements over the five-year period has reduced the proportionate cost of bus operations committed for exclusive student requirements. VDOE reports show that in the total bus operations cost in 2000-01 of $13,268,062, exclusive bus operations was $ 5,987,221 or 45 percent of that cost. By 2004-05 and with the growth trends shown in previous exhibits, bus operations costs increased to $22,818,169. Exclusive bus operations cost increased to $9,064,774, but the proportionate cost decreased to 40 percent of the total bus operation cost. However, the numbers of exclusive students declined during that period, meaning exclusive costs have increased per exclusive student.

EXHIBIT 6-5
PRINCE WILLIAM COUNTY SCHOOLS
EXCLUSIVE STUDENTS TRANSPORTED
COMPARED TO PEER DIVISIONS
2000-2005 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County Schools	**1,582**	**1,598**	**1,463**	**1,481**	**1,418**
Chesterfield County Public Schools	1,242	1,177	1,149	1,194	1,186
Fairfax County Public Schools	4,194	4,431	4,475	4,533	4,710
Loudon County Public Schools	463	541	18	769	739
Virginia Beach Public Schools	2,177	2,198	2,354	2,267	2,267
PEER DIVISION AVERAGE	**2,019**	**2,087**	**2,149**	**2,191**	**2,226**

Source: Commonwealth of Virginia, Department of Education, 2006.
*Note: Numerical entries are totals for students transported morning and afternoon runs.

Exhibit 6-6 shows the number of buses and the number of spare buses providing student transportation services. The exhibit is designed to depict total buses and spares by showing the number of buses used for daily transportation services on the left side of the diagonal and spare buses on the right side of the diagonal. Note that there are no VDOE data entries for 2003-04 and only a single number for 2004-05. For 2004-05, the data does not clarify regular and spare bus composition of the fleets. Thus, analysis for comparing fleet management practices is for the three years shown (2000-01, 2001-02, and 2002-03).

For those three years, the PWCS percent of spare buses to the daily use bus requirement was 16.6 percent (for two years), and 19 percent. The peer division average for the same period was 20.1 percent, 18.8 percent, and 18.4 percent. The optimal standard for spare buses is 10 percent of the bus fleet. In summary, PWCS appears similar to the peer divisions relative to maintaining the optimum number of spares based on data compiled by the VDOE as submitted by the respective divisions.

EXHIBIT 6-6
PRINCE WILLIAM COUNTY SCHOOLS
NUMBER OF BUSES AND SPARES
PROVIDING TRANSPORTATION SERVICES
COMPARED TO PEER DIVISIONS
2000-01 TO 2004-5 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County Schools	**482/80**	**518/86**	**543/103**	*****	**753****
Chesterfield County Public Schools	444/75	446/64	475/72	*	478**
Fairfax County Public Schools	1,226/202	1,27/188	1,285/212	*	1,294**
Loudon County Public Schools	306/88	335/90	385/105	*	445**
Virginia Beach Public Schools	550/140	548/137	565/110	*	586**
PEER DIVISION AVERAGE	**632/127**	**639/120**	**678/125**	*****	**701****

Source: Commonwealth of Virginia, Department of Education, 2006. Note: above exhibit depicts number of buses providing transportation services on the left side of the diagonal and the number of spares on the right side of the diagonal.
*No data provided by DOE for this item in 2003-04.
**The DOE report for 2004-05 does not include a separate entry for spare buses.

Exhibit 6-7 reflects the number of deadhead miles in PWCS compared to the peer divisions. Deadhead miles are defined as mileage spent moving buses or vehicles to begin a route or going to a pre-designated location and waiting until it is necessary to begin a route, or going to a designated location to pick up a student prior to commencing transportation service. If not controlled, deadhead miles may result in significant transportation costs.

In 2000-01, PWCS traveled 1,532,239 deadhead miles compared to the peer division average of 1,937,888 deadhead miles in the same timeframe. In 2004-05, PWCS traveled 2,126,500 deadhead miles, an increase of 594,261 or 39 percent. The peer division average traveled 2,533,450 deadhead miles in 2004-05, an increase of 595,562 or 31 percent. While the PWCS deadhead miles continued to be less than the peer division average in each of the five years, deadhead miles are increasing at a greater percentage. However, Virginia Beach deadhead miles increased 137 percent, and Loudon County deadhead miles increased 63 percent.

EXHIBIT 6-7
PRINCE WILLIAM COUNTY SCHOOLS
DEADHEAD MILES
COMPARED TO PEER DIVISIONS
2000-01 TO 2004-05 SCHOOL YEARS

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County Schools	**1,532,239**	**1,758,704**	**1,096,285**	**1,830,059**	**2,126,500**
Chesterfield County Public Schools	1,448,579	1,457,581	2,213,641	1,618,160	1,560,700
Fairfax County Public Schools	3,771,395	3,467,479	3,489,114	3,759,137	3,852,900
Loudon County Public Schools	1,724,051	1,691,447	1,884,741	2,039,221	2,810,100
Virginia Beach Public Schools	807,026	1,337,708	967,727	1,427,464	1,910,100
PEER DIVISION AVERAGE	**1,937,888**	**1,988,554**	**2,138,806**	**2,210,996**	**2,533,450**

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 6-8 below compares the PWCS transportation cost per pupil with the peer divisions. Only Loudon County shows a decline in per pupil cost over the five years. The peer division schools show a gradual and steady increase in cost per pupil. The peer division average cost in 2000-01 was $392 and in 2004-05 the cost increased to $458, an increase of 16.7 percent.

Over the same period PWCS cost per pupil also increased. The 2000-01 per pupil cost was $405. In 2004-05, the cost had increased to $559, an increase of 38 percent. PWCS per pupil cost is greater than the peer division average. Fairfax County had a higher per pupil cost in 2004-05, and that cost had risen 21.6 percent over the 2000-01 cost per pupil. These increases are primarily attributed to increased costs in labor, fuel, and other inflationary trends.

**EXHIBIT 6-8
PRINCE WILLIAM COUNTY SCHOOLS
TRANSPORTATION COST PER PUPIL
COMPARED TO PEER SCHOOLS DIVISIONS
2000-01 THROUGH 2004-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Prince William County Schools	**$405**	**$458**	**$481**	**$514**	**$559**
Chesterfield County Public Schools	$310	$$323	$440	$392	$432
Fairfax County Public Schools	$481	$474	$512	$546	$585
Loudon County Public Schools	$545	$675	$661	$651	$503
Virginia Beach Public Schools	$232	$252	$256	$275	$310
PEER DIVISION AVERAGE	**$392**	**$431**	**$467**	**$466**	**$458**

Source: Commonwealth of Virginia, Department of Education, 2006.
Note: Total cost divided by total number of students transported as shown in the preceding exhibits.

PWCS compares favorably with its peer divisions managing exclusive student transportation requirements shown previously in **Exhibit 6-5** and in maintaining an optimal spare bus ratio to the size of the bus fleet as indicated in **Exhibit 6-6**. Both areas impact total costs of transportation services. However, data in **Exhibits 6-3**, **6-4**, and **6-7** do have a negative impact on transportation costs as indicated in **Exhibit 6-8**, and thus require management attention to determine causes and corrective actions.

6.1   Organization and Staffing

Exhibit 6-9 shows how the PWCS is structured to accomplish transportation planning, training, maintenance, and daily operations. It shows a complex organization structure that works effectively. The MGT review team found no reason to suggest modifications to the existing structure.

EXHIBIT 6-9
PRINCE WILLIAM COUNTY SCHOOLS
ORGANIZATION CHART FOR TRANSPORTATION
2006-07 SCHOOL YEAR
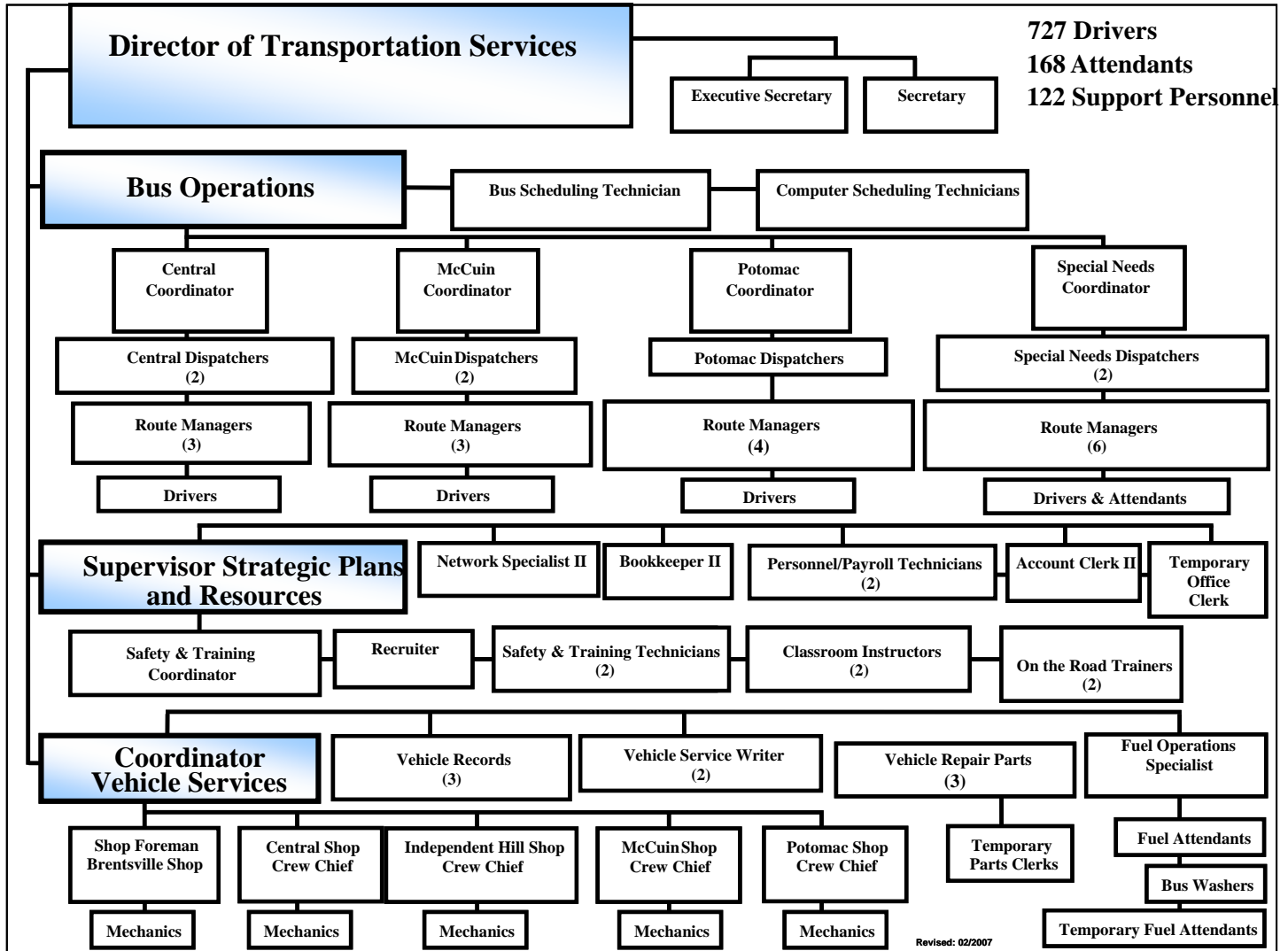
Source: PWCS Transportation, February 2007.

FINDING

The office of transportation services has designed a school bus radio driver not shown on the chart that represents an innovation. This position gives transportation service flexibility and enhances responsiveness to situations that can occur daily such as the absence of a regular route driver. There are 88 authorized positions. Daily they stand ready to drive any route in their assigned region and respond to a radio dispatched task from their route managers.

This position is competitive. An applicant must have two years experience and take a test that leads to a ranking of applicants. Persons selected for this position are elevated to step six for compensation, an average annual salary increase of $9,234 over the average annual salary at step five. Such a position requiring motivation and proficiency enhances the responsiveness of services in this large county of rapid growth in student population and expanding options in education programs. Each of the four region coordinators have full-time equivalent (FTE) school bus radio driver positions assigned to them to facilitate transportation services.

COMMENDATION 6-A:

PWCS and the office of transportation services are commended for designing and funding the school bus radio driver position, which is considered a best practice for districts that are large in area, experience rapid population growth, and provide a variety of educational offerings at multiple destinations.

FINDING

Personnel records maintained by human resources in coordination with the transportation department are kept current, contain relevant information, are exceptional, and a best practice.

MGT reviewed 45 records for drivers and assistants to determine efficiency of criminal record checks, random substance abuse testing, and performance evaluation records. Record keeping by the human resources staff is exceptional. Random sample of records were evaluated and they were found to be complete, had the right information, and any required administrative action was accomplished with efficiency and dispatch. None of the 45 records reviewed were deficient. The MGT review team has never observed this level of effectiveness in the maintenance of transportation personnel records.

Maintaining accurate files on personnel involved in bus operations cannot be overemphasized. Individuals operating buses transporting the young people of our nation must stand and pass the rigid scrutiny required to be a bus driver or bus driver assistant. The program in PWCS ensures that every effort is made to hire only those individuals who can be trusted with this important responsibility to transport its school children.

COMMENDATION 6-B:

The transportation department and the supporting section of human resources are commended for excellent maintenance of critical transportation personnel files.

FINDING

Exhibit 6-10 below shows the turnover rates of transportation employees as reported by the transportation office. For both bus drivers and non-bus drivers there was a jump in 2004, for reasons not clear to the MGT review team. The turnover rates are not out of

line with what the MGT consultants have seen in other Commonwealth school divisions. The turnover rates for attendants are not shown in the chart, but their rate is similar to that of bus drivers (20.3 percent, 21.9 percent and 16.2 percent in the years shown).

EXHIBIT 6-10
PRINCE WILLIAM COUNTY SCHOOLS
TRANSPORTATION TURNOVER RATES
JAN 2003 –JAN 2006

CALENDAR YEAR	NON BUS DRIVERS	BUS DRIVERS
Jan 2003-Jan 2004	6.4 %	11.8 %
Jan 2004-Jan 2005	9.4 %	19.5%
Jan 2005-Jan 2006	6.1%	17.4 %

Source: MGT of America, February 2007.

However, the number of bus drivers and attendants to be hired and trained can be a management challenge. The average numbers for the three years are 107 bus drivers and 27 attendants.

The office of transportation services has aggressively taken steps to eliminate delays in the hiring process by establishing their own capability to fingerprint for the criminal background check and by producing their own identification cards. Both actions allow them to by-pass the scheduling processes operated to serve all others by human resources staff.

COMMENDATION 6-C:

The office of transportation services, particularly the safety and training staff, are commended for expediting the hiring process to fill the critical bus driver shortages.

6.2   *Planning, Policies, and Procedures*

FINDING

There is disconnect and misunderstanding of transportation procedures as it relates to the Individual Educational Program (IEP) for special education/exclusive students.

The special education coordinator in the special education department responsible for processing the individual educational program (IEP) was not knowledgeable and could not provide a satisfactory answer to transportation requirements as it relates to exclusive/special education students. The issue is when and how are special education transportation adjustments made for the exclusive/special education student population. His response after repeated questioning by the MGT consultant was that the transportation department makes the decision. It became obvious to the MGT consultant that this individual in overall charge of the IEP process in PWCS was not fully knowledgeable of the IEP process as it relates to the transportation function.

It is common knowledge to staff involved with the IEP process, to include transportation, that changes or modifications to exclusive/special education students is governed by the

IEP process, not transportation departments. No change is made without the IEP governing and guiding such change or modification to any requirement. In subsequent discussions with other special education personnel under his supervision, it was determined that they were fully competent and well versed on processes and procedures relating to the exclusive/special education population in PWCS.

RECOMMENDATION 6-1:

Educate the Prince William County School Division Individual Educational Program (IEP) special education coordinator on process and procedures to change transportation for the exclusive/special education students.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation. It can be accomplished within existing resource constraints.

FINDING

Prince William County Schools does not have a written school bus replacement policy.

Commonwealth of Virginia Regulations Governing Pupil Transportation – Revised January 2004 state:

> *"The responsibility for purchasing school buses and school activity vehicles which meet state and federal requirements rests with division superintendents and local school boards. A schedule for the replacement of buses on a continuing basis shall be developed and implemented by each school division."*

The MGT review team found that although PWCS has not developed a written policy for replacement of buses, it does practice a 14-year replacement schedule.

Exhibit 6-11 shows bus replacement data provided by the transportation department, listing the number of buses replaced yearly since 1991.

EXHIBIT 6-11
PRINCE WILLIAM COUNTY SCHOOLS
BUS REPLACEMENT DATA
1991 THROUGH 2007 SCHOOL YEARS

YEAR OF REPLACEMENT	BUSES REPLACED
1991	58
1992	15
1993	13
1994	22
1995	6
1996	9
1997	19
1998	16
1999	53
2000	49
2001	63
2002	90
2003	151
2004	111
2005	114
2006	58
2007	35
TOTAL BUSES REPLACED	**882**
AVERAGE YEARLY REPLACEMENT	**51.88**

Source: PWCS Transportation Department, February 2007.

The data shown in **Exhibit 6-11** reveal that over the past 17 years, with the absence of a superintendent and School Board replacement policy, the purchase of buses in the division is not consistent. As a result, in some years (2002, 2003, 2004 and 2005) PWCS purchased from 90 to 114 buses in any given year. However, six and nine buses were purchased in 1995 and 1996, respectively. Considering the average cost of a bus at approximately $70,000 when applied to year 2003 when 151 buses were purchased, this equates to an expenditure of $10.5 million dollars. Conversely, if PWCS were purchasing buses closer to its average yearly replacement of 52 buses over the past several years, it could have only spent $3.6 million or less in 2003.

The Commonwealth of Virginia encourages school divisions to develop a schedule for the replacement of buses on a continuing basis and stipulates that it shall be developed and implemented. PWCS does not adhere to these guidelines. In addition, the state provides funding to school divisions to replace school buses and that funding is on a 12-year fiscal cycle. Though this does not dictate a 12-year bus replacement cycle, it should be deemed a prudent measure for PWCS to seriously consider a replacement policy within a reasonable range of the 12-year fiscal cycle.

It is well known that a bus replacement plan is a valuable management tool that can increase efficiency, reduce costs, and improve inventory. PWCS is an all-diesel bus fleet and its vehicle maintenance program is competent. It also has state of the art maintenance facilities that rank among the best in the United States. In addition, the reduction of spare buses (PWCS has excess spare buses in the inventory) reduces the school bus fleet and the number of buses to purchase as replacements. These factors

strongly suggest that the PWCS School Board could adopt a 14-year or what it considers prudent as a bus replacement plan to meet realistic budget goals. For illustration purposes in this section, MGT uses a 14-year policy fully cognizant that the PWCS superintendent and School Board may determine a higher or lower policy at their discretion. **Exhibit 6-11** (previously shown), details the average bus replacement average over the 17-year period was 52 buses.

RECOMMENDATION 6-2:

Formalize a 14-year bus replacement policy.

Purchasing buses evenly over the 14-year replacement cycle should facilitate fiscal planning in subsequent years.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with policy development by the transportation director, the superintendent, and the School Board.

FINDING

The spare bus inventory is excessive and the PWCS should adopt and implement a policy to eliminate excess spare buses to capture related cost savings.

According to director of transportation, there are 823 buses in the fleet inventory. **Exhibit 6-11** (previously shown), shows a total of 718 buses (including activity buses) required to support daily transportation services. There are 105 buses 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. It is also noted that the peer divisions to which PWCS was compared maintain much higher spare bus rates. With a fleet of 823 buses in PWCS, a 10 percent spare bus policy would equate to 83 buses. The 105 spares currently on hand could be reduced to 83 and achieve a 10 percent spare bus policy. Since there are 105 buses in excess, and 83 achieves a PWCS spare bus policy of 10 percent, there are 22 excess buses that could be reduced from its inventory and achieve a cost savings.

RECOMMENDATION 6-3:

Eliminate 22 buses from the current spare bus inventory and capture cost savings.

This recommendation is predicated on the finding that to continue having 105 spare buses when only 83 are recommended by MGT is wasteful and not economical. Adjusting to a 10 percent (83) spare bus requirement from 105 buses over operational requirements results in a 22 bus excess. The 22 buses should be disposed of by auction or other means and removed from the inventory of PWCS as soon as practical.

FISCAL IMPACT

The sale of 22 excess buses should generate a one-time income of approximately $44,000 (older buses normally sell for approximately $2,000 each depending on condition). According to the coordinator of vehicle repair who extrapolated data from records and reports, yearly maintenance costs are estimated at approximately $1,400 per bus, or $154,000 over the five-year budget cycle for 22 buses. The cost savings generated from eliminating 22 excess spare buses and capturing maintenance cost would generate an estimated cost savings of $167,200 over the five-year budget cycle.

FISCAL IMPACT

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Sell 22 Excess Buses	$0	$44,000	$0	$0	$0
Reduced Annual Maintenance Costs	$0	$30,800	$30,800	$30,800	$30,800
Total Savings	**$0**	**$74,800**	**$30,800**	**$30,800**	**$30,800**

6.3   Routing and Scheduling

Routing and scheduling of student transportation services is one of the most important functions performed by the Prince William County Schools transportation department. Commonwealth of Virginia Review Procedures as part of the Governor's initiative for school efficiency reviews state that, "*an effective routing and scheduling system not only will help the division control costs, but can maximize the state's reimbursement for miles driven.*" Having an effective routing and scheduling program improves efficiency, transports students more effectively, and reduces costs and waste.

FINDING

The routing and scheduling of students by PWCS transportation department is an ongoing process that has not achieved maximum efficiency. The supervisor of bus operations and the director of transportation informed MGT that there had been several experiments to resolve routing and scheduling challenges in PWCS. Those experiments included unsuccessful attempts to use EDULOG and SMARTR automated systems. According to the director of transportation, experiments with those systems proved inefficient to the needs of PWCS. He further indicated that present leadership in the transportation department sought professional automation assistance and decided to implement VERSATRANS for automated routing and scheduling requirements in PWCS. If successfully implemented, VERSATRANS will be the third automated system considered for PWCS use.

The VERSATRANS software has been implemented and personnel are producing routes and schedules for the 2007-08 school year. Personnel are also in the process of being trained on each component of the system. The director of transportation was cautioned that he should work with the director of technology and ensure that VERSATRANS is linked, compatible, and has competent interface to the PWCS SASI automated system. This interface should help to ensure that additional information is

provided on those students who are to be transported using school transportation services. A controlled access interface will increase the accuracy of needed and shared information and can be especially critical in accounting for students during an emergency.

Customer service orientation also needs revisiting to ensure that parents/guardians are aware that revised routing and scheduling is in progress. The customer service culture has a tendency to waste resources as it applies to routing and scheduling. The MGT review of routing and scheduling revealed numerous instances where door-to-door pickup and delivery of students is being accomplished when they could walk to a central pickup and drop off point near their home.

Parents/guardians should be educated that bus transportation service is not a mandatory service provided by Virginia law. The state policy says, "school districts may" provide transportation service. PWCS has developed the practice of acquiescing to parental/guardian pressure and provides more than necessary door-to-door pickup and drop off of students. Furthermore, the perception exists that persons in high leadership positions in PWCS exert powerful influence to change bus routes to accommodate or provide special favor. This perception was reinforced during focus group meetings with school bus drivers, bus aides, and public forums, where citizens of the community voiced their concerns about perceived favoritism. As VERSATRANS is implemented for the 2007-08 school year, the administration, supervisors, the director of transportation, and those administering routing and scheduling should be consistent in enforcing school bus routing and scheduling polices and procedures.

RECOMMENDATION 6-4:

Continue to implement the routing and scheduling software with careful attention to monitoring the efficiency of routing and scheduling.

The PWCS superintendent upon recommendation from the director of transportation, should establish and implement a routing and scheduling directive to ensure system discipline. Such a directive could correct the past arbitrary practice by administrators, supervisors, and transportation department to make pick up and drop off points for student riders based on parent/guardian or political pressures. It is imperative to point out that this observation is not inclusive of "hazardous conditions" or special education/exclusive students that require student transit after their condition has been verified by competent authority or individualized education program (IEP). The policy in the Commonwealth of Virginia requires students to meet a bus at an assigned bus stop up to a distance of one-half mile from his/her residence on a Commonwealth maintained road. A directive from the superintendent eliminating favoritism picking up and discharging of students reinforces Commonwealth of Virginia policy and should improve routing and scheduling in PWCS while achieving significant cost savings.

The director of transportation should continue efforts fully implementing VERSATRANS for the 2007-08 school year. The MGT review team observed routing and scheduling personnel being trained and creating new routes that are over 50 percent complete. The director of transportation expressed confidence that the system will be implemented the coming school year.

Though the division is experiencing an increase in student enrollment, the implementation of this recommendation could still result in a reduction of buses.

FISCAL IMPACT

Until such time as the software is fully implemented, monitored, and utilized as designed, no valid estimate of potential cost savings can be effectively prepared; however, it is reasonable to expect that a number of routes, buses, and drives should ultimately be reduced. In addition, consultants are aware that the rapid student enrollment growth in the division will influence the number of routes needed.

6.4   *Training and Safety*

The Prince William County Schools transportation department's safety and training coordinator is responsible for transportation safety and training programs. This position has stated goals to monitor all safety issues related to pupil transportation, investigate all accidents, and file accidents reports with VDOE. The position is also responsible for the planning, integration, and implementation of all training for personnel assigned to the department. These staff persons also produce the identifications and conduct the fingerprinting for potential hires.

PWCS transportation department stresses the importance of maintaining an active and responsive program to keep its personnel highly trained. It also sets high standards of safety and has a stated policy to achieve zero injuries and zero chargeable accidents.

FINDING

The transportation department has an exceptional training program. There are a significant number of training courses offered to personnel in transportation services to keep skills current and also for improvement. In those circumstances where training is given at other locations in Virginia or other parts of the United States, PWCS covers registration, accommodations, food, and other incidental costs for employees to attend.

The safety training program emphasizes important training for bus drivers and bus driver assistants. It is designed to reinforce driver training and also ensure that current polices, procedures, and other safety related information are made available to personnel in the department. Not only do bus drivers and bus driver assistants attend safety training classes, also included are other individuals in the transportation department who may benefit from safety training. The transportation department ensures that:

- Safety meetings are conducted for all drivers;

- PWCS bus drivers possess a valid commercial driver's license (CDL), are 21 years of age, are physically fit to operate a school bus safely, and are literate;

- Mandated classroom and 24-hours behind the wheel training is completed by all bus drivers; and

- Training, as required, is conducted for all other personnel assigned to the transportation department.

Exhibit 6-12 shows training offered, whether law, employee satisfaction, certification, or pay differential requires it. PWCS transportation staff development consists of training that is provided for all personnel in the transportation department. The director of transportation is aware that well-trained bus drivers and staff contribute to operational and cost efficiencies.

EXHIBIT 6-12
PRINCE WILLIAM COUNTY SCHOOLS
TRANSPORTATION-RELATED STAFF DEVELOPMENT TRAINING
2006-07 SCHOOL YEAR

TRAINING OFFERED	REQUIRED BY LAW	EMPLOYEE SATISFACTION	CERTIFICATION	ANY PAY DIFFERENTIAL
CPR & First Aid	Yes	Moderate	Yes	No
Driver Training	Yes	High	Yes	Yes
VA Assn. for Pupil Transportation	Yes	High	Yes	No
Special Needs*	Yes	High	Yes	No
Passenger Control	Yes	High	No	No
Safety	Yes	High	Yes	No
DMV Regulations	Yes	High	No	No
Drug Abuse	Yes	High	Yes	No
Bus Evacuation of Students*	Yes	High	Yes	No
Radio and Cell Phone Use	Yes	High	Yes	No
School Bus Safety Curriculum	Yes	High	Yes	No
VERSATRANSTraining	No	High	Yes	No

Source: PWCS transportation department, February 2007.
*Training hosted by Virginia Department of Education in some cases is at other locations for two or more days.

Employee satisfaction is measured by class evaluation forms that are filled out by the students and are on file in the transportation department. In other evaluations, students are asked to provide their assessment of class training. In the focus group for bus drivers and aides conducted by MGT, when queried on their assessment of training, bus drivers and attendants indicated their training was highly satisfactory.

The director of transportation and his staff reported that the transportation department uses safety and performance indicators to assist in monitoring and evaluating the training and safety program. **Exhibit 6-13** shows the indicators that are currently used in PWCS transportation department to improve safety and training.

EXHIBIT 6-13
PRINCE WILLIAM COUNTY SCHOOLS
TRAINING, SAFETY AND ACCIDENT PERFORMANCE INDICATORS
2006-07 SCHOOL YEAR

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
Training	■ Driver Training ■ Safety Training ■ Student Discipline Training

Source: Created by MGT of America, February 2007.

Overall, the PWCS training program is exceptional. Training is supported and emphasized by the leadership in the school division. Personnel are encouraged to take advantage of the myriad training programs offered. Employee satisfaction is good and training received contributes to operational efficiency and effectiveness.

COMMENDATION 6-D:

The PWCS transportation department is commended for its effective training program.

FINDING

The transportation department is in full compliance with VDOE guidance regarding submission of bus accident reports. Until recently, VDOE defined a reportable bus accident where damages are $1,000 or more, or there is injury to the driver or passengers.

Exhibit 6-14 details the number of bus accidents in PWCS over the past three years. Though reports were not submitted to VDOE for the past few years, the transportation department maintains accident reports. These accident reports show whether injuries occur inside or outside the buses providing student transportation services.

EXHIBIT 6-14
BUS ACCIDENTS
PRINCE WILLAIM COUNTY SCHOOLS
THREE-YEAR ACCIDENT ANALYSIS
2003 TO 2006 SCHOOL YEARS

SCHOOL YEAR	NUMBER OF ACCIDENTS	NUMBER OF FATALITIES
2003-04	12	0
2004-05	8	0
2005-06	4	0
TOTAL	**20**	**0**
AVERAGE	**8.0**	**0**

Source: PWCS transportation department, February 2007.

The exhibit shows a gradual reduction in the number of accidents, from 12 in school year 2003-04 to four in school year 2005-06. Overall, considering the number of buses in PWCS and the volume of miles driven (for example, 2,465,091 deadhead miles according to PWCS records in 2005-06), the low number of accidents are exceptional accomplishments for a large school district and reflect favorably on its safety and accident prevention program.

COMMENDATION 6-E:

The Prince William County Schools is commended for its excellent accident prevention program.

6.5 *Vehicle Maintenance*

FINDING

Prince William County Schools vehicle maintenance responsibilities in the transportation department are performed at five maintenance facilities located throughout the county. **Exhibit 6-15** depicts the maintenance facilities and the number of vehicles they support.

EXHIBIT 6-15
MAINTENANCE SUPPORT FACILITIES
PRINCE WILLIAM COUNTY SCHOOLS
2006-07 SCHOOL YEAR

MAINTENANCE FACILITY	BUSES SUPPORTED
Brentsville Shop	220
Potomac Shop	238
McCuin Shop	160
Central Shop	205
Independent Hill	As required
TOTAL BUSES	**823**

Source: PWCS transportation department, March 2007.

The coordinator for vehicle repair reports that in addition to the bus fleet, the transportation department provides maintenance support for 120 automobiles, 226 trucks, 23 trailers and eight golf carts. **Exhibit 6-16** shows the total number of vehicles in PWCS provided maintenance service.

EXHIBIT 6-16
TOTAL NUMBER OF VEHICLES MAINTAINED
PRINCE WILLIAM COUNTY SCHOOLS
2006-07 SCHOOL YEAR

VEHICLE TYPE	NUMBER
Buses	823
Automobiles	120
Trucks	226
Trailers	23
Golf Carts	8
TOTAL VEHICLES	**1,200**

Source: PWCS transportation department, March 2007.

The director of transportation reported that the department has 34 full-time authorized mechanics. With 1,200 vehicles to maintain, the mechanic to vehicle ratio is 1:35. The transportation industry and majority of school divisions nationwide have a common ratio of one mechanic per 20 to 30 vehicles with the average being approximately 1:25. The PWCS mechanic to vehicle ratio is slightly above the national average of 1:25. However, when factoring PWCS exceptional maintenance facilities, the expertise of the mechanics and level of maintenance performed, the mechanic to vehicle ratio in PWCS is considered adequate.

The coordinator for vehicle repair has overall supervision of the managers at the five maintenance facilities and indirect supervision of mechanics. He reports to the director of transportation. Vehicle maintenance has a commendable capability to provide maintenance service 24-hours daily. Mechanics work staggered shifts to provide this service. The overall vehicle maintenance operations under supervision of the coordinator of vehicle repair are commendable.

FINDING

PWCS maintenance operations under supervision of the coordinator of vehicle repair are commendable to include all related functions repairing and maintaining buses and other vehicles comprising the vehicle fleet. It is accomplished in singularly outstanding fashion. The maintenance section is well supervised; demonstrates high morale and esprit de corps; has a sufficient number of mechanics; and provides outstanding service. The maintenance facility is spacious, appealing, and has the necessary maintenance bays, equipment, and support system to accomplish its mission.

Considering the numerous school divisions in Virginia and other school systems throughout the nation evaluated by MGT, the PWCS maintenance facilities, parts inventory, well-trained mechanics, and supervisory personnel are exceptional and rank among the very best in the nation.

COMMENDATION 6-F:

The PWCS coordinator for vehicle repair, and the mechanics and parts specialists, are commended for the outstanding service they provide in maintaining the fleet.

FINDING

PWCS encourages Automotive Service Excellence (ASE) certification of mechanics and has a sound program.

MGT found that PWCS mechanics have high regard and appreciation for ASE certification. During focus group meetings, mechanics expressed a desire to be ASE certified and were appreciative that certifications are tied to financial incentives. PWCS provides bonuses that are paid in increments of $50 culminating in $100 awards for master level ASE certifications.

It is recognized throughout the transportation community 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 ASE certified mechanic can have a significantly positive 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. These tests are administered at more than 750 locations nationwide. They determine the level of proficiency a mechanic has in a particular area or on particular kinds of equipment. They demand preparation. Mechanics who are ASE certified are considered superior in their profession. Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining mechanic qualifications. The training of mechanics is one of the important cornerstones of an effective maintenance organization. PWCS awareness and support of ASE certification is a best practice and is an example for other school divisions in the Commonwealth of Virginia to follow.

COMMENDATION 6-G:

PWCS is commended for its superb Automotive Service Excellence (ASE) certification program.

FINDING

The PWCS transportation department vehicle maintenance section has an impressive vehicle maintenance information system (VMIS) that conforms to Commonwealth of Virginia School Review Procedures relating to transportation.

PWCS transportation department meets Commonwealth of Virginia guidelines and employs several technological innovations and indicators to manage the fleet. The following are the major technologies examined by MGT:

- Fuel is controlled using an automated fueling system which tracks fuel by type of fuel and vehicle. It provides automated billing from the supplier. MGT observed that when a driver refuels the vehicle, they enter their badge number and use a fuel card that is for that vehicle. Reports are generated showing when and where a particular vehicle was provided fuel, how much fuel was used, and the mileage at time of fueling.

- PWCS uses the Faster Fleet Management System produced by CCG. It tracks mileage on vehicles, type of maintenance performed, the cost of parts used on a particular vehicle, and the mechanic's time. The Faster system also provides inventory control of parts

- Mechanics in PWCS have access to, and use a wide variety of, diagnostic tools to troubleshoot repair problems.

- The dispatch database allows dispatchers to enter important information about bus drivers. The system creates management reports on driver availability to include leave, sick, field trips, and other information.

The coordinator for vehicle repair uses effective fleet management indicators to manage the PWCS fleet. They are important to managing the fleet and contribute to the high standards of excellence achieved by the PWCS transportation department vehicle maintenance section.

Considering the many school divisions evaluated by MGT in the Commonwealth of Virginia and other school systems throughout the nation, PWCS implements a superb vehicle maintenance information system (VMIS) and other technology supporting the transportation function are exceptional.

COMMENDATION 6-H:

The PWCS transportation department is commended for its exceptional Vehicle Maintenance Information System (VMIS).

FINDING

Current inventory and control of parts has potential for misappropriation.

The parts inventory and associated equipment, according to information provided by the coordinator for vehicle repair, is approximately $1.4 million. This figure includes $892,297 of repair parts stocked, including tires, from documentation provided by the director of transportation. As indicated earlier in this section, there are five maintenance locations. Parts for vehicle repairs are distributed at each location. Only two of the maintenance facilities (Brentsville and Central) have a parts clerk to oversee and control parts. The other locations (Potomac, McCuin and Independent Hill) have minimum control consisting of a part-time person or none at all. At these three sites, there is high potential for misappropriation of parts and equipment.

The optimum solution is to have a full-time parts specialist at each location or designate a mechanic at each location to serve in a dual capacity as a parts clerk and mechanic. At issue is the security of a $1.4 million parts and equipment inventory.

RECOMMENDATION 6-5:

Hire two parts clerks for the Potomac and McCuin maintenance facilities and designate a mechanic as parts clerk for the Independent Hill maintenance facility.

The director of transportation should request that the superintendent approve hiring two full-time parts clerks and assigning a mechanic dual responsibility as a parts clerk.

This recommendation should place parts clerks in maintenance facilities to eliminate any misappropriation of parts and equipment associated with a $1.4 million dollar parts and equipment inventory.

FISCAL IMPACT

The coordinator for vehicle repair informed the MGT review team that the salary of a parts clerk would be approximately $32,000 annually. The benefits package at 37 percent is $11,840. The cost for one clerk is $43,840. The cost for two parts clerks to include benefits package is $87,680 or $438,400 over the five-year budget cycle.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Hire Two Parts Clerks	($87,690)	($87,690)	($87,690)	($87,690)	($87,690)

7.0 TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

This chapter reviews administrative and instructional technology use in the Prince William County Schools (PWCS). The six major sections are:

7.1 Technology Planning
7.2 Organization and Staffing
7.3 Infrastructure and Web Development
7.4 Software and Hardware
7.5 Professional Development
7.6 Technical Support

The effective utilization of technology in public schools should facilitate operational efficiencies, instructional enhancement, and authentic learning opportunities for students to gain competency in the use of technology.

CHAPTER SUMMARY

Prince William County Schools has demonstrated successful practices in the delivery of administrative and instructional technology services and management. Dedicated staff have provided leadership in the consistent and efficient delivery of technology support and services.

MGT found the Prince William County Schools to have successful practices in the delivery and management of administrative and instructional technologies. These commendations include:

■ Funding technology instructional support, through instructional technology resource teacher (ITRT) positions, at a level higher than that mandated by the Commonwealth.

■ PWCS is implementing, maintaining, and continuing to upgrade an effective wide area network that provides support to the schools and administrative offices.

■ PWCS is implementing and maintaining a high-quality help desk and support structure enabling administrative and instructional staff to have confidence in the usability of their computers and technology.

Other findings led to recommendations for continued improvement. Recommendations include:

■ Revise and enforce Regulation 480-1, Support Services, Information Technology (IT) Steering Committee.

■ Complete a single, divisionwide technology plan for submission to the superintendent of schools and the School Board.

■ Implement a solution allowing PWCS staff remote access to the software tools that they use during the workday.

- Implement and enforce a centralized model of technology hardware and software purchasing.

- Develop and implement a divisionwide technology replacement cycle for student computers to ensure that all students have adequate access to technology tools and that computers and software within the division are current and capable of being utilized effectively for instruction and learning.

- Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools.

- Re-organize instructional technology resource teacher (ITRT) accountability to report to a central office supervisor rather than to the building principals.

This chapter also includes best practices and research that support the findings and recommendations for the Prince William County Schools.

When reviewing the administrative technology resources of a school system, MGT examines the computing environment within which the administrative applications operate; the applications themselves and the degree to which they satisfy user needs; the manner in which the infrastructure supports the overall operations of the school system; and the organizational structure within which the administrative technology support personnel operate.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This includes broad areas such as the technology plan; the organizational structure and the infrastructure to specific resources available in the classroom, such as the type of hardware employed; the method of selecting software; and the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

Information Technology Services (IT) is the department that supports all technology use in the Prince William County Schools. IT leadership includes a director of information technology services who reports to the associate superintendent for communications and technology services. In addition to the director, there are 98 full-time staff members. Staff includes:

- An executive secretary
- An administrative technology support specialist
- An information security specialist
- Four supervisors
- Seventeen network engineers
- Two systems operators
- A computer operator
- Two data technicians
- A computer application technician
- A secretary

- A coordinator of technical support
- Fifty-one technical support specialists
- Three electronic technicians
- Three systems analysts
- A computer programmer
- A database administrator (DBA)
- A coordinator of training
- Two training specialists
- Two data control specialists
- Two computer application specialists

Exhibit 7-1 depicts the organizational structure of the department. This staff is responsible for:

- Application implementation and support;
- Network administration, maintenance, infrastructure, and servers;
- Repair and maintenance of computers and peripherals;
- Resource and security control; and
- Testing and deployment of all instructional software and hardware.

EXHIBIT 7-1
PRINCE WILLIAM COUNTY SCHOOLS
INFORMATION TECHNOLOGY ORGANIZATIONAL STRUCTURE
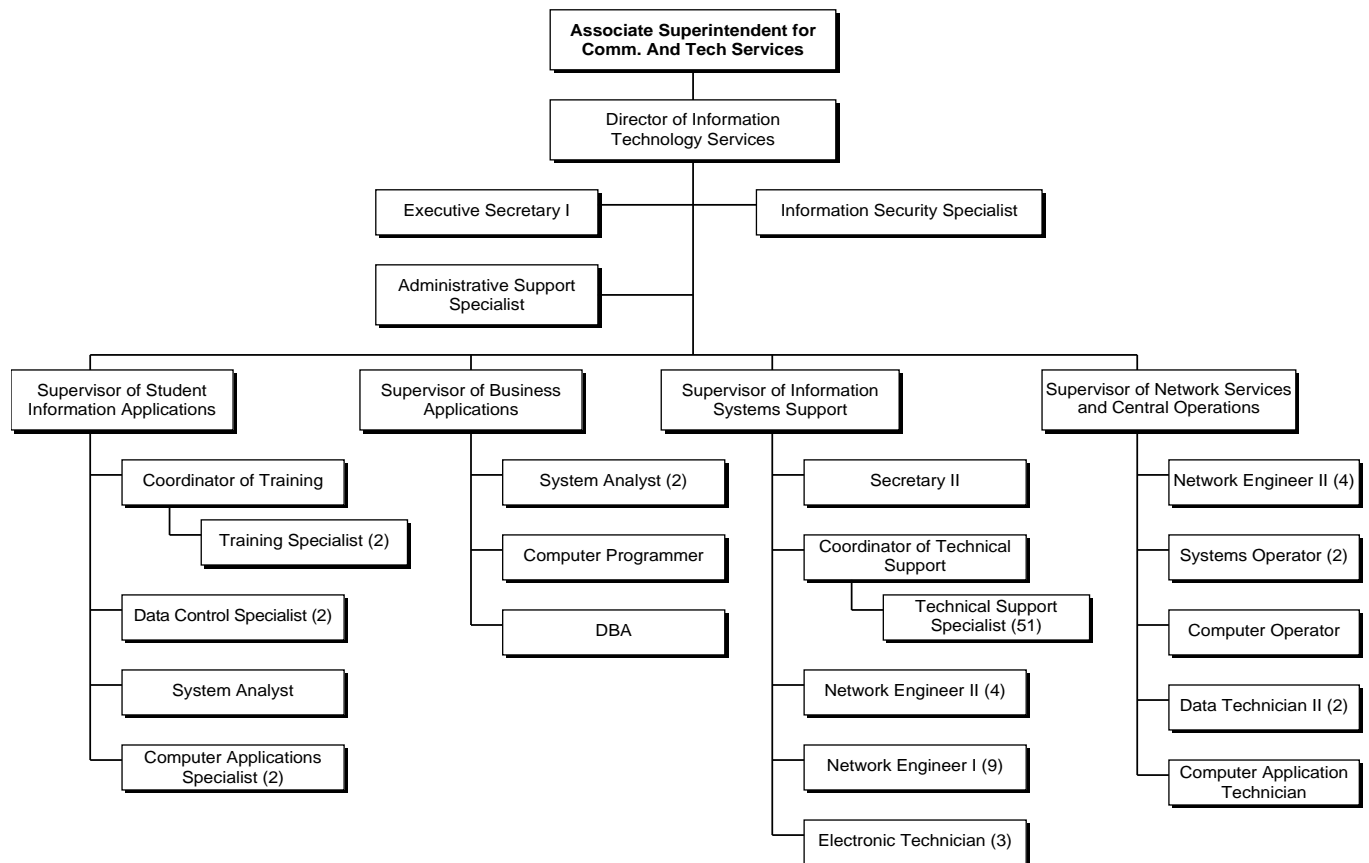
Source: Prince William County Schools, February 28, 2007.

IT services maintains approximately 25,500 computer workstations divisionwide as well as 310 servers and numerous network routers and networking equipment in the division's schools, administrative offices, and satellite locations. **Exhibit 7-2** lists the administrative software managed by IT services.

EXHIBIT 7-2
PRINCE WILLIAM COUNTY SCHOOLS
ADMINISTRATIVE SOFTWARE APPLICATIONS

APPLICATION NAME	GENERAL DESCRIPTION
Destiny	Centralized web-based Media Center management solution; media check-in/check-out.
CIRC+	Library Software.
EDW (Electronic Data Warehouse)	Electronic Data Warehouse (EDW) that houses historical data on student achievement for research purposes.
IEP	Microsoft Access Program for managing Special Education Individual Education Plans.
IGPro (Integrade Pro)	Electronic Grade Book.
Blue Bear/Manatee	Local school accounting solution for bookkeeper.
SASI - SASIxp	School Administrative Student Information (SASI) System.
SNP - CO FASTLANE	CO FASTLANE is the Central Office portion of FastLane. CO FASTLANE ties together the VBOSS-Free and Reduced system with the POS system. It also manages the system configuration settings for the Site POS systems.
SNP - MealPay	MealPay is an external Web site (not housed at PWCS) that provides an intermediary payment service for parents to make payments via credit card to student meal accounts. The current balance of the student account is then downloaded hourly to the VBOSS server which in turn loads the POS system at the school. New account balances are then uploaded back to MealPay nightly at 2am.
SNP - Site FASTLANE	Site FASTLANE is the Point-of-Sale solution at the school for tracking meal sale transactions. Site FASTLANE contains a patron list of students and adults maintaining prepayment account balances.
SNP - VBOSS	VBOSS is a Cafeteria management solution that provides Inventory, Ordering, USDA Allocation, Bid Analysis, Accountability, Free and Reduced application processing, Menu Planner and Nutrient Analysis for the school cafeteria. It is integrated with the CO FASTLANE application (see also CO FASTLANE)
AMS - Advantage	Financials for entire school system.
AMS - HR	Human Resources system.
AMS - BRASS	Budget.
Vendor Self Service	Allows vendors to update information about their company.
Employee Self Service	Allows employees to update information about themselves.
AMS InfoAdvantage	Reporting tool.
Crystal Reports	Reporting tool.
WINOCULAR	Hiring workflow automation solution.
School Dude	Operations management .
EEPR (Elementary Electronic Progress Reporting)	Elementary School Report Card Program.
Intouch - ONLINE	Parent Communication System-On-Line.
Intouch - AUTODIALER	Parent Communication System – Phone.
WINSNAP	Cafeteria Management.
CMS	Content Management System.
E.V.A.	Educational Virtual Assistant (SIS on the PDA).
REDII	Referral Discipline Incident and Injury.
OAR	Office of Attendance Referrals.
Versa-TRANS	Routing and scheduling function for buses.
FASTER	Fleet maintenance system for transportation.
e-Board	Electronic School Board agenda system.
Intranet Portal	Intranet portal for PWCS. Being replaced by MYPWCS.
MYPWCS Portal	Intranet/Internet SSO portal for PWCS.
SKO Vision	Enterprise Wide Strategic Planning Software.
Genesis/Edupoint	Centralized Web-based student information system being piloted in two elementary schools.
H.E.A.T.	Help Desk ticketing system.
GroupWise	E-mail and collaboration solution.

Source: Prince William County Schools, February 28, 2007.

Instructional technology supports the teachers in Prince William County Schools in their use of technology, and is lead by a supervisor of instructional technology who reports to the director of student learning and professional development.

In addition to the supervisor of instructional technology, there are five full-time staff members that report to the supervisor as well as 85 full-time staff members that report locally to the building principal and centrally to the supervisor of instructional technology.

Exhibit 7-3 depicts the organizational structure of the unit. This staff is responsible for assisting teachers in the use of instructional technology through:

- Individual professional development;
- Team professional development;
- Whole staff professional development;
- Modeling and co-teaching;
- Collaborative Planning (in both classroom and lab settings); and
- Resource and lesson-plan development.

EXHIBIT 7-3
PRINCE WILLIAM COUNTY SCHOOLS
INSTRUCTIONAL TECHNOLOGY ORGANIZATIONAL STRUCTURE
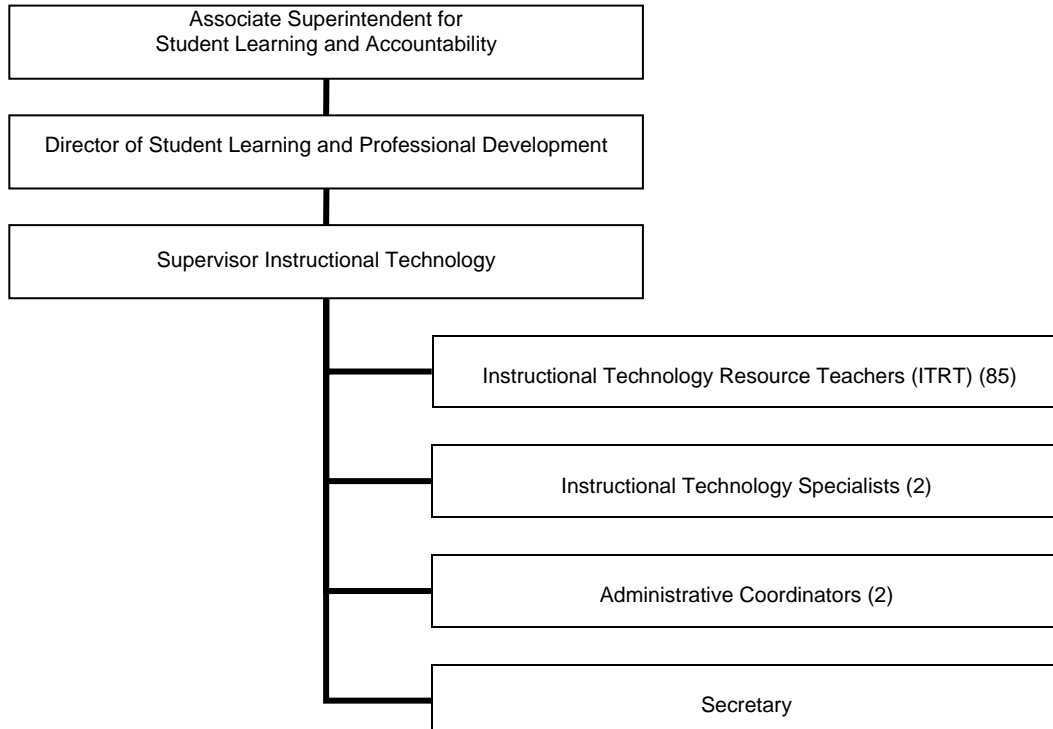
Source: Prince William County Schools, May 8, 2007.

The distribution of computers for students in the schools is shown in **Exhibit 7-4**.

EXHIBIT 7-4
PRINCE WILLIAM COUNTY SCHOOLS
STUDENT-USE* COMPUTER COUNTS, ALL SCHOOLS

SCHOOL	STUDENTS	COMPUTERS	RATIO
Battlefield High School	2,252	595	3.78
Brentsville High School	1,426	334	4.26
Forest Park High School	2,422	676	3.58
Freedom High School	1,587	675	2.35
Gar-Field High School	2,555	486	5.26
Hylton High School	2,209	497	4.44
Osbourn Park High School	2,605	288	9.06
Potomac High School	1,447	330	4.38
Stonewall Jackson High School	2,107	556	3.79
Woodbridge High School	2,618	472	5.55
Total High School	**21,228**	**4,910**	**4.32**
Benton Middle School	1,207	269	4.49
Beville Middle School	1,090	273	3.99
Bull Run Middle School	1,683	219	7.67
Godwin Middle School	942	234	4.03
Graham Park Middle School	747	305	2.45
Lake Ridge Middle School	1,180	392	3.01
Lynn Middle School	852	165	5.16
Marsteller Middle School	1,722	245	7.04
Parkside Middle School	1,122	242	4.64
Pennington School	228	29	7.77
Porter Traditional	239	89	2.69
Potomac Middle	966	183	5.28
Rippon Middle School	803	167	4.79
Saunders Middle School	1,029	187	5.51
Stonewall Middle School	962	182	5.28
Woodbridge Middle School	976	226	4.31
Total Middle School	**15,748**	**3,407**	**4.62**
Alvey Elementary	913	181	5.05
Antietam Elementary	505	137	3.70
Ashland Elementary	793	173	4.59
Bel Air Elementary	529	129	4.09
Belmont Elementary	406	172	2.36
Bennett Elementary	789	134	5.88
Bristow Run Elementary	973	133	7.29
Buckland Mills Elementary	629	199	3.15
Cedar Point Elementary	971	128	7.61
Coles Elementary	490	133	3.70
Dale City Elementary	506	172	2.95
Dumfries Elementary	444	95	4.66
Ellis Elementary	612	179	3.41
Enterprise Elementary	535	107	5.00
Featherstone Elementary	413	123	3.36
Glenkirk Elementary	793	155	5.12
Henderson Elementary	495	167	2.96
Kerrydale Elementary	462	128	3.61
Kilby Elementary	310	204	1.52
King Elementary	498	160	3.11

EXHIBIT 7-4 (Continued)
PRINCE WILLIAM COUNTY SCHOOLS
STUDENT-USE* COMPUTER COUNTS, ALL SCHOOLS

SCHOOL	STUDENTS	COMPUTERS	RATIO
Lake Ridge Elementary	488	138	3.55
Leesylvania Elementary	864	108	8.02
Loch Lomond Elementary	335	100	3.37
Marshall Elementary	683	213	3.20
Marumsco Hills Elementary	409	129	3.17
McAuliffe Elementary	489	139	3.53
Minnieville Elementary	540	116	4.67
Montclair Elementary	599	105	5.70
Mountain View Elementary	838	87	9.60
Mullen Elementary	659	185	3.57
Neabsco Elementary	773	183	4.22
Nokesville Elementary	431	107	4.03
Occoquan Elementary	564	108	5.21
Old Bridge Elementary	600	139	4.31
Parks Elementary	690	259	2.67
Pattie Elementary	647	96	6.71
Penn Elementary	585	128	4.57
Pennington School	392	73	5.36
Porter Traditional	389	166	2.34
Potomac View Elementary	583	179	3.26
River Oaks Elementary	637	135	4.72
Rockledge Elementary	523	114	4.60
Signal Hill Elementary	907	77	11.74
Sinclair Elementary	532	122	4.36
Springwoods Elementary	603	92	6.56
Sudley Elementary	515	254	2.03
Swans Creek Elementary	607	107	5.69
Triangle Elementary	516	104	4.96
Tyler Elementary	608	109	5.60
Vaughan Elementary	601	121	4.96
Victory Elementary	822	187	4.39
West Gate Elementary	530	168	3.15
Westridge Elementary	564	158	3.56
Williams Elementary	662	180	3.69
Yorkshire Elementary	453	137	3.31
Total Elementary School	**32,704**	**7,832**	**4.18**
All Schools**	**69,680**	**16,149**	**4.31**

Source: Prince William County Schools, March 13, 2007.
*PWCS was not able to produce the number of computers by student-use vs. non-student use, so these numbers have been approximated by using the following formula:
> Total # computers – teacher computers (Total # of students / average # students/class) – 10 administrative computers (5 office, 2 library, 2 specialist, 1 lunchroom)

**PWCS was not able to supply data for the number of computers in Special schools so these have not been included. The number of students in Special schools is 1,007.

Several questions on the MGT survey of central administrators, principals, and teachers relate to technology development and implementation in the Prince William County Schools. **Exhibit 7-5** reviews some of the relevant survey responses. As the exhibit shows, in nearly one-half (six out of 13) of the technology categories, between 25 and 39 percent of teachers responding to the survey indicated a low level of satisfaction regarding the amount and use of technology, although administrators and principals

were generally a more satisfied group overall. The greatest area of concern by the teachers responding to the survey was the quality of instructional support in the area of technology, where 39 percent rated this as needing improvement.

EXHIBIT 7-5
COMPARISON MGT SURVEY RESPONSES
WITHIN PRINCE WILLIAM COUNTY SCHOOLS

	CENTRAL OFFICE ADMINISTRATORS	ADMINISTRATORS / PRINCIPALS	TEACHERS
SURVEY STATEMENT	**(% Good + Excellent) / (% Fair + Poor)[1]**		
The school division's job of providing adequate instructional technology.	66/12	71/29	66/30
The school division's use of technology for administrative purposes.	79/18	80/20	66/15
	(% Agree + Strongly Agree) / (% Disagree + Strongly Disagree)[2]		
Our school division provides adequate technology-related staff development.	79/8	85/9	70/16
Our school division requests input on the long-range technology plan.	55/10	59/15	41/17
Our school division provides adequate technical support.	75/13	74/15	70/16
I have adequate equipment and computer support to conduct my work.	79/14	86/11	66/25
Administrative computer systems are easy to use.	78/6	89/7	62/6
Technology is effectively integrated into the curriculum in our division.	50/8	71/16	62/21
	(% Needs Improvement + Needs Major Improvement) / (% Adequate + Outstanding)[3]		
Data Processing	9/70	24/66	11/49
Administrative Technology	14/72	18/80	14/52
Instructional Technology	10/69	24/75	30/60
Instructional Support	16/51	31/68	36/57
Staff Development	29/63	22/78	29/67

[1] Percentage responding *Good* or *Excellent*/Percentage responding *Fair* or *Poor.*
[2] Percentage responding *Agree* or *Strongly Agree*/Percentage responding *Disagree* or *Strongly Disagree.*
[3] Percentage responding *Needs Some Improvement* or *Needs Major Improvement*/Percentage responding *Adequate* or *Outstanding.*
Prince William County Schools, March 2007.

7.1 Technology Planning

Planning is the key to success for using technology. This applies to a school system overall as well as to each of its schools. Schools should have a technology plan that is closely aligned with their curricula. Technology is, after all, a tool—though a very powerful one—that can greatly enhance the teaching and learning process. Similarly, a school system's technology plan should be designed to help it achieve its administrative and instructional goals.

A technology plan must address the specific requirements and preferences of the organization it is designed to serve. Although multiple plans may contain very similar elements, no two plans will be alike. Likewise, while there are guidelines that can help a

school division develop a plan that is right for the environment within which it operates, there is no "right way" to develop a technology plan.

FINDING

Currently, the Prince William County Schools uses a representative body of individuals to influence technology planning and execution, but the membership and activities of this body do not align with the stated membership and responsibilities of the regulation defining the Information Technology (IT) Steering Committee.

Regulation 480-1, Support Services, Information Technology (IT) Steering Committee, dated August 18, 2000, outlines the purpose, membership, meeting schedule, responsibilities and procedures of the IT Steering Committee. Multiple key roles defined in the membership section of the regulation do not correlate with existing PWCS organizational charts, including:

- associate superintendents of Management, Instruction and Support Services

- the Information Services Department

- director of Data Processing (Chairman)

In addition, the responsibilities and related procedures outlined within the regulation do not seem to be followed with regularity, including:

- Responsibilities

  - 4.A Coordinate and recommend to the superintendent the acquisition, distribution and reassignment of all computer hardware and software. This is to include donated equipment prior to acceptance.

  - 4.C Review individual school technology plans for overall compliance with the division's technology standards and networking infrastructure, and approve all technology initiatives that include the use of computer hardware and software.

- Procedures

  - 5. An updated technology plan for each school and department should be submitted to the chairman annually by each associate superintendent. The committee will review all the plans and write a five-year combined plan. Technology initiatives that are not in the annual technology plans must be made in writing to the Information Technology (IT) Steering Committee. The request should consist of a description of the need, the benefits to be derived, and proposed funding to pay for the items. The cost of maintenance and support of all items will be borne by the requesting department. Required purchase orders will be

processed following committee review. The purchase order will be initialed by the chairman of the committee.

According to interviews with principals and central office information technology services staff, donated equipment regularly makes its way into schools and classrooms without any notification of, or approval by the IT Steering Committee. In addition, the policy of local control by principals in the area of technology allows technology initiatives to be initiated at the school level without approval by the technology steering committee.

The procedures governing planning also seem to have migrated away from those laid out in the regulation, as the division's technology plan is not updated and extended one year after a review of all school technology plans, and neither are schools held accountable for following procedures related to technology initiatives that are not in their local technology plans.

Finally, the technology planning process is not currently involving the breadth of administrators and teachers that is common in best practices. In MGT surveys, 29 percent of teachers disagreed that the district solicits their input in the technology planning process.

RECOMMENDATION 7-1:

Revise and enforce Regulation 480-1, Support Services, Information Technology (IT) Steering Committee.

Regulation 480-1 should be revised to reflect the current roles and titles from the PWCS organizational chart relative to membership within the IT Steering Committee.

For best results, the committee should be composed of the following:

- Twelve to 14 members

- Elementary, middle, and high school teacher representatives

- Administrative representatives from the finance and curriculum departments

- Elementary, middle, and high school principal representatives

- At least one parent or community member

- One business representative who is not employed by a technology company

- Only members who have a good understanding of technology and its uses, at least within their respective areas

- Only members willing to commit two to three hours per month to the activities of the committee

Another important group that some divisions include on the committee is a member of the School Board. Including a School Board member is a division decision.

The IT Steering Committee should meet on a regular monthly basis. To be effective, the committee must not be too large, yet it must include representatives of the various constituencies of the school division. Thus, the group should number 12-14 people and include the types of individuals listed above. Administrative offices that should be represented on the committee include at least the curriculum and finance departments.

In addition to revising the membership of the committee, the responsibilities within the regulation also should be revised to reflect both the policy of local control at the school level (moving accountability for IT decision-making to the level where responsibility lies) as well as to broaden the responsibilities of the committee. There are numerous responsibilities this committee should assume, including:

- Review and update the technology plan annually.

- Provide advice on and help set priorities for administrative technology development efforts.

- Establish recommended lists of technology-based instructional materials and software.

- Monitor the level of division staffing available to support administrative and instructional technology and promote increases as necessary.

- Assist in the development of technology budgets.

- Provide advice on the distribution of local, state, and federal funds that can be used to support technology (as applicable).

- Provide advice and guidance on the types and amount of technology-related professional development that should be made available.

- Assist in the development of hardware, software, and network standards.

- Monitor the equitable distribution of technology among the schools.

- Offer advice on technology grant applications and proposals.

- Review and recommend acceptance or rejection of proposed technology pilots the division receives from vendors.

- Recommend revisions in policies and procedures that impact technology use.

The IT Steering Committee should address most, if not all, of these areas through subcommittees. For example, if the committee were addressing the issue of instructional

software acquisition, the IT Steering Committee would form a subcommittee composed of two or three of its members and other individuals who have expertise in this area. Following their deliberations, the subcommittee would present its recommendations to the full committee for adoption, who would, in turn, seek approval from the superintendent of schools and the School Board. Through this mode of operation, the IT Steering Committee would become a key resource for the superintendent of schools and the Board of Education. Although it should continue to be an advisory body, this approach would enable it to become very influential with respect to technology use in the school system.

Given the number of responsibilities cited here for the IT Steering Committee and the suggested approach that calls for the creation of subcommittees to address each issue, it might appear that those who serve on the IT Steering Committee will be spending most of their time on committee work. In fact, the subcommittee approach is designed to accomplish two things: 1) reduce the amount of time each IT Steering Committee member must devote to the functions of that committee; and 2) spread the responsibility for contributing to the division's technology strategies among a large number of people throughout the school system and beyond.

Unless it is necessary to address some highly urgent issue, the full IT Steering Committee would meet only once per month. Interactions between the members would, of course, continue during the intervening time via telephone and electronic mail. Most of the work of the committee would be performed by subcommittees. Thus, using this strategy, IT Steering Committee members should normally be able to discharge their responsibilities for this function by devoting three hours or less per month.

The director of information technology services should serve as an ex-officio, non-voting member of the IT Steering Committee rather than as its chairperson. In addition, personnel from that office should provide staff support for the committee, i.e., reserve space for meetings, remind members of meeting dates and locations, prepare agendas, produce meeting minutes, etc.

Prince William County Schools should begin immediately to implement this recommendation so that a revised and aligned IT Steering Committee can be functioning no later than September 2007.

FISCAL IMPACT

Existing technology department management and staff can implement this recommendation with current and prospective IT Steering Committee members. The combined work effort is approximately 24 hours, spread over time but occurring before September 2007.

FINDING

Prince William County Schools does not have a single, unified technology plan that charts the course for both information technology services and instructional technology across the division. The current plan is expiring this school year, and continues to be utilized by instructional technology. Information technology services is developing a new plan, but it almost exclusively focuses on the non-instructional or administrative aspects

of technology throughout the division, focusing primarily on networking and server upgrades. In addition, each school creates its own technology plan, aligned to the expiring division technology plan.

RECOMMENDATION 7-2:

Prince William County Schools should complete a single, divisionwide technology plan for submission to the superintendent of schools and the School Board.

The value of planning cannot be overstated. It is the only way that educational enterprises can adequately address the five most critical factors related to the use of technology, as discussed briefly below.

- **Training**. Professional development is critical for all staff. It is especially important for teachers, however, since it is essential to creating an effective learning environment for students. Unless serious attention is given to what training will be provided, how it will be delivered, when and how frequently it can be made available, and to whom is it directed, effective training will not occur. The price of inadequate training is a considerable loss in the "payoff" on the investment in educational technology resources.

- **Equity**. Despite the best intentions, too frequently imbalances occur in the level of technology resources available at each school. Unfortunately, technology can widen the gap between the "haves" and "have-nots" if it is allowed. Without careful planning at the school division level, there is a risk of inadequately supporting all schools. Similarly, at the school level, there is a risk of leaving out some students.

- **Rapid Change**. Few things change more rapidly than technology. If the implementation and ongoing operation of the technology resources are not carefully monitored the school system or school will not effectively handle this rapid change.

- **Funding**. Many people identify funding as the greatest barrier to the effective use of technology in the classroom. Part of this is due to the fact that school systems do not recognize that there are funds that can be used to support technology that have historically been used for other purposes (e.g., textbook funds are now frequently used to purchase instructional software). Unless planning addresses how all elements of technology and technology support will be funded, this barrier will have a considerably greater impact than it should.

- **Credibility**. A plan that outlines how technology resources will be acquired, deployed, and used will help to develop credibility with the community. Both the School Board and the public are anxious to see, and rightfully so, that tax dollars are spent in an effective manner. Only through planning is it possible to demonstrate that proposed strategies have been well conceived, acquisitions of

technology resources have been carefully considered, and that every aspect of the implementation is cost effective.

FISCAL IMPACT

The IT Steering Committee (identified in **Recommendation 7-1**) and the director of technology services can accomplish this recommendation as an ongoing task.

7.2 *Organization and Staffing*

Ideally, technology is one area of a school system that supports all administrative and instructional personnel in a constructive manner. Organizing technology resources to achieve this outcome, at least for some school divisions, can be challenging.

As indicated in **Exhibit 7-6** and **Exhibit 7-7**, Prince William County Schools has a similar ratio of technology administrative staff to students as comparative districts, a higher ratio of technical and clerical staff, and a lower ratio of instructional support.

**EXHIBIT 7-6
PRINCE WILLIAM COUNTY SCHOOLS
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | TECHNOLOGY | | |
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Prince William	**8.0**	**92.7**	**75.8**
Chesterfield	3.0	54.5	35.7
Fairfax	27.0	575.6	14.9
Loudoun	4.0	19.0	39.0
Virginia Beach	4.0	76.5	109.5
Division Average	**9.2**	**163.7**	**55.0**

Source: *2004-05 Superintendent's Annual Report for Virginia*, Virginia Department of Education, Web site.

**EXHIBIT 7-7
PRINCE WILLIAM COUNTY SCHOOLS
RATIO OF STUDENTS TO TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

| SCHOOL DIVISION | TECHNOLOGY | | |
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Prince William	**8,040.4**	**693.9**	**848.6**
Chesterfield	18,523.5	1,019.6	1,556.6
Fairfax	5,968.6	280.0	10,815.7
Loudoun	10,870.9	2,288.6	1,115.0
Virginia Beach	18,522.7	968.5	676.6
Division Average	**8,665.7**	**487.0**	**1,450.1**

Source: *2004-05 Superintendent's Annual Report for Virginia*, Virginia Department of Education, Web site.

FINDING

The current organizational structure of the Prince William County Schools technology divisions, informational technology services and instructional technology, allows for the necessary levels of communication, organization and support of both technical and instructional staff from the central office.

By funding an instructional technology resource teacher (ITRT) position at every school, PWCS enables the opportunity for instructional support in technology to be available throughout the entire day for every teacher at every school.

COMMENDATION 7-A:

Prince William County Schools is commended for funding technology instructional support, through instructional technology resource teacher (ITRT) positions, at a level higher than that mandated by the Commonwealth.

7.3   *Infrastructure and Web Development*

Infrastructure is the underlying system of cabling, communications lines, hubs, switches, and routers that connect the various parts of a Wide Area Network (WAN). It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an effective infrastructure, such capabilities are very limited.

Web sites have become one of the primary vehicles used by the private sector to promote the services or products they offer, identify the locations of their regional offices, provide testimonies from satisfied customers, or deliver any other message that they want the public to see. Similarly, governments are turning to Web sites to help provide the information and services they are obligated to provide to their constituents. Furthermore, Web sites are becoming exceedingly important resources for use at all levels of education.

FINDING

Information technology services staff carefully manage the division's networks and servers to keep the servers, network switches, and routers functioning at a high level of up-time. In addition, IT services staff have mapped out server and network upgrades, specifically moving all schools to a fiber backbone and initiating a wireless solution for schools, that make both fiscal and functional sense.

Interviews with principals and others in the schools indicate that the network is working effectively for them. The network is nearly always up, and historical up-time metrics show that it generally meets standards of reliability and up-time.

MGT visits a surprising number of school divisions whose infrastructure is not as effective as it should be in order to properly support their schools. Given the state of the division's WAN just a few years ago, it is impressive that PWCS has invested and upgraded its WAN to accommodate the breadth of bandwidth requirements for both current and upcoming instructional solutions. This strong framework will affect the division positively as technology continues to require increases in server and infrastructure capacity.

The PWCS I-NET, the term for the WAN and infrastructure upgrades, is indicative of best-practice implementation and value. By first connecting all schools and district locations to the upgraded WAN, PWCS ensures that roll-outs of new services and software, such as district-wide telephone upgrades, consistently realize the shortest Return-on-Investment (ROI) period and garner the greatest value for each dollar spent. At the time of the MGT visit the I-NET project was nearing completion of Phase I and poised to begin Phase II, which would finish connecting the last schools to the WAN and initiate the first deployments of new or replacement services over the WAN. While the improvements to date are commendable, the significant portion of the value of these investments will be realized upon completing the connection of the remaining school sites to the upgraded WAN.

COMMENDATION 7-B:

The Prince William County Schools information technology services unit is commended for implementing, maintaining, and continuing to upgrade an effective wide area network that provides support to the schools and administrative offices.

FINDING

The division Web site consists of both a public-facing site and a password-protected Intranet site. This is a common practice for school divisions, as it allows internal documents and data to be available to approved individuals regardless of physical location.

The division's Intranet site is easy to navigate and contains helpful information that many employees will want to access regularly such as help desk request information and a variety of databases available for specific users. The site is up to date and is being upgraded to a contemporary portal solution, currently in a test mode within the information technology services group. The internal site is only accessible when physically connected to the division LAN, and the upgrade to the portal will not change this limitation.

The division's public-facing site has information available on the schools and activities within the division. Attention has been paid to represent what community members and parents might want to find, and links to that information is highlighted and available at the highest levels of navigation. The site is easily navigated and understandable.

RECOMMENDATION 7-3:

Implement a solution allowing PWCS staff remote access to the software tools that they use during the workday.

Prince William County Pubic Schools offers multiple administrative software tools for administrators and teachers, such as grading programs, curriculum alignment and management, and data reports. In order to maximize the ongoing investment in these software resources, as well as to accommodate the ability for administrators and teachers to work with these tools outside of the regular work-day hours, remote access to these resources should be enabled. Initial implementation could utilize the existing number of licenses to evaluate usage trends and issues that may need to be addressed in a larger implementation. Allowing teachers and administrators to work with their same software resources from home, or while on vacation, will increase productivity and overall software usage.

FISCAL IMPACT

This recommendation can be initially implemented with existing resources. The technology necessary to accommodate this solution, the Virtual Private Network (VPN) server and licenses as well as the directory services solution, currently exists within PWCS. Initial access can be enabled with existing, concurrent licenses and limited support (for example, online documentation and tutorials, but no live support).

7.4   *Software and Hardware*

The price of hardware is generally declining, but the cost of software is increasing. This is primarily because software actually translates into personnel costs (i.e., software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries). As a result, the task of selecting software for use in any organization is becoming more difficult. This is particularly true of an educational entity because the types of software such organizations require are more diverse than other governmental agencies or private corporations.

MGT's review of equipment involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource in the classroom, other relevant technologies include, but are not limited to, digital cameras, projectors, SMART Boards and networking equipment. With respect to computers used for instruction, it is important that they have sufficient power and speed to support the use of recently developed multimedia courseware, and the effective access of the Internet/World Wide Web. All such computers should be networked. Similarly, computers that are used for administrative purposes also need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. Administrative computers, too, should be networked.

FINDING

Prince William County Schools has a list of supported hardware and software for school and central office use, but does not control the purchase of these items. Schools may

choose to purchase items not on the list, with the understanding that they will not be supported or networked by information technology services. While this policy of support/non-support has worked to align most hardware and software purchases, there still exists a variety of dissimilar computers, electronic white boards, cameras, projectors and other equipment throughout the schools.

An additional result of local schools purchasing their own computers and software, both from the approved lists and from outside of the approved lists, is that no central inventory exists of all computers and related classroom. IT services is able to generate an inventory of all computers connected to the network and on at any given time, but this does not account for expensive ancillary equipment such as large monitors, specialized input devices such as electronic white boards or digital pads, digital cameras, etc.

When schools do not have to adhere to acquisition standards, they decide for themselves the hardware and software they will purchase. With limited resources, the freedom from standards encourages schools to purchase the least expensive systems they can find, without regard to age, power, or speed. When buyers with limited technical expertise try to save money purchasing technology products, and they do not follow the advice provided by more knowledgeable individuals, mistakes are common.

An advantage of implementing and enforcing a centralized technology purchasing policy is that standards will maximize the useful life of new equipment. Because change in the technology industry is so rapid and constant, it is exceedingly difficult for the most seasoned technology veteran to keep up with what seem to be almost daily developments. These rapid changes make it practically impossible for even the most knowledgeable school-based personnel (unless they forego their regular teaching or administrative responsibilities) to keep abreast of these new developments. Consequently, if schools are going to buy hardware and software that effectively serves their purposes for the longest possible time, they must follow advice provided by those who are most knowledgeable about the industry.

RECOMMENDATION 7-4:

Implement and enforce a centralized model of technology hardware and software purchasing.

Prince William County Schools should immediately implement, communicate, and enforce a model of centralized technology hardware and software purchasing. This procedure should serve the schools' needs by proactively communicating what software and hardware is acceptable, and what will occur with technology purchased or acquired that does not meet these specifications. IT services should be sure to communicate the benefits for support and longevity that are the result of an enforced model.

The International Society for Technology in Education (ISTE) Technology Support Index contains a number of indicators related to hardware and software acquisition standards that can be used as guidance in this area.

FISCAL IMPACT

This recommendation can be accomplished by existing purchasing and technology department staff over several meetings to do the following:

- Prepare a list of acceptable hardware/software from the technology plan (identified in **Recommendation 7-2**).

- Identify and document the desired purchasing workflow.

- Create the new procedures and communicate them to the schools.

FINDING

Prince William County Schools has a formal technology replacement plan for administrative computers (computers in the school offices, libraries, and one computer for each classroom and/or specialist), but does not have an approved and supported technology replacement plan for student computers. Through interviews with principals and during school visits, it became apparent that many schools in the Prince William County Schools are actively utilizing technology within daily instruction. Although the age of the computers did not necessarily correlate with usage observations, it was apparent that the oldest equipment and software tended to be utilized the least—largely due to the inability to fully function with newer technologies such as streaming video and graphic-intensive applications or to meet the minimum requirements for network connectivity. A formal, divisionwide technology replacement cycle and plan should be developed and implemented for student computers.

The policy of allowing local schools to decide not only what technology to purchase, but also whether to purchase technology at all, has led to gross discrepancies in technology available to students between schools. At the high school level, students will experience student to computer ratios as low as 2.35 and as high as 9.06, at the middle school level as low as 2.45 and as high as 7.77, and at the elementary level as low as 1.57 but also as high as 11.74. This inordinately wide gap between computers available for student use likely means that some students are getting a significantly higher exposure to technology as a learning enabler, as well as potentially higher competency level in computer and technology usage.

This discrepancy in available technology for students between schools may be one indicator of the high number of teachers (30 percent) and school administrators (29 percent) who responded to the MGT survey that the division is not doing a good or excellent job of providing adequate instructional technology. This was further reiterated by the 30 percent of teachers who responded that instructional technology across the division needs improvement.

Similar to the technology replacement plan in place for administrative computers, a formal, divisionwide technology replacement cycle and plan for student computers should address both the quantity of computers in each school as well as the age of those computers (as does the administrative computer replacement plan).

Finally, a formal technology replacement plan for student computers will likely have the outcome of reducing life-cycle hardware and support costs. In the ISTE Technology Support Index, "integrated" school divisions replace technology equipment on a four- or five-year replacement cycle. In "exemplary" school divisions, equipment is replaced on a three-year cycle. During a Technology Support Project conducted by ISTE, it was found that establishing a computer replacement cycle allowed divisions to avoid obsolescence and provided for better support, thereby reducing the total cost of ownership (TCO).

TCO is an indicator used in business to determine the costs associated with the acquisition and maintenance of computers and other technologies over their lifetime.

RECOMMENDATION 7-5:

Develop and implement a divisionwide technology replacement cycle for student computers to ensure that all students have adequate access to technology tools and that computers and software within the division are current and capable of being utilized effectively for instruction and learning.

It was apparent from visits to schools and administrative offices that computers and software have been purchased and deployed over many years and continue to be acquired by the division. By developing a formal refresh plan for student computers the division will be able to address the current inequity in availability of technology for students that exists among schools, more closely evaluate the effectiveness of hardware and software acquired, ensure that resources for purchases are appropriated in a planned and approved model, and allow upcoming recipients on the refresh cycle to plan their future instructional practices accordingly.

It should be noted that TCO generally increases as computer equipment gets older, so even within a formal replacement model the schools with the oldest technology will generally require the most technology support resources.

FISCAL IMPACT

This recommendation assumes that the current dollar-amount of expenditures on technology at the school level will continue, though in a more planned and centrally administered manner. Therefore, this recommendation can be implemented with existing resources.

FINDING

In MGT's interviews with school administrators and staff from instructional technology and information technology services, it became apparent that no formal or systemic effort is underway to collect and analyze usage of the educational software titles purchased, tested, trained, implemented, and maintained by either IT services, Instructional Technology, or the schools.

Within a school system, one of the primary indicators of value related to computer hardware and software investments is usage by students and teachers. Computers and software that are used offer a higher return on the investment than those that sit idle. In addition, quality evaluations of effectiveness related to the use of technology in instruction or specific educational software cannot be undertaken without first implementing a mechanism to collect usage data.

RECOMMENDATION 7-6:

Implement a mechanism to collect and analyze usage data related to educational software purchased and implemented within the division's schools.

The division has a broad variety of educational software titles, purchased and deployed both centrally and locally at each school. This variety could reflect the diverse teaching approaches facilitated and supported within the division. This could also represent unnecessary expenses for the evaluation, purchase, testing, implementation, training, and maintenance of software that is barely, if ever, utilized. In addition, the educational value of software titles cannot be measured without first understanding student and teacher usage metrics.

IT services staff have at their disposal software (that can be extended with additional modules) to generate reports that integrate licensing, installation, and usage data, allocate licenses, and manage and monitor all IT contracts. Additional usage data can be manually collected at the local level through observations and surveys as needed.

FISCAL IMPACT

This recommendation will require the initial purchase and ongoing licensing of the NOVELL ZENWorks Asset Management module, purchase of related hardware, and personnel costs for initial setup. After the software is installed and running, reporting and updating will parallel and replace similar activities already occurring within IT services so no significant ongoing personnel costs should be necessary.

Recommendation	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012
Software Licensing (approx.)	($35,000)	($35,000)	($35,000)	($35,000)	($35,000)
Hardware (server)	($4,000)	$0	$0	($4,000)	$0
Installation (80 hrs @ $125/hr)	($10,000)	$0	$0	$0	$0
TOTAL	**($49,000)**	**($35,000)**	**($35,000)**	**($39,000)**	**($35,000)**

7.5   *Professional Development*

Training in the use of technology is the most critical factor that determines whether technology is used effectively. Teachers and administrators must be comfortable using technology, and they must know much more than merely how to operate the equipment. In fact, teachers must know how to integrate technology effectively into their teaching, and administrators must know how to use technology to better manage their schools and the division as a whole. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this factor into account.

Training must also be ongoing. Teachers and administrators need to continuously have an opportunity to improve their technology skills, and they need opportunities to interact with peers so that they may share new strategies and techniques. While face-to-face interaction is essential, technology can also facilitate communication through e-mail and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and division administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators who make technology a priority in their schools will have teachers who make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to regularly participate in training programs that enable them to stay current. No industry changes as rapidly as the technology industry. In order for technical support staff to continue to provide the level of support that a school division requires, a best practice is for all staff members to participate in effective training programs at least annually.

FINDING

Through analysis of survey results as well as school site interviews with teachers, administrators, and ITRTs within the Prince William County Schools, it is apparent that teachers require additional and ongoing training in how to leverage administrative and instructional technology most effectively. When surveyed, 36 percent of teachers responded that there was a need for improvement in instructional support, and 21 percent responded that technology was not effectively integrated into the curriculum.

Prince William Public Schools believes that professional development in the use of technology is important and offers a number of courses to teachers in instructional technology. **Exhibit 7-8** lists the Instructional Technology professional development courses available to staff within PWCS.

EXHIBIT 7-8
PRINCE WILLIAM COUNTY SCHOOLS
INSTRUCTIONAL TECHNOLOGY PROFESSIONAL DEVELOPMENT COURSES

COURSE NUM	COURSE TITLE
INT 111	GroupWise 6.5
INT 131	Inspiration/Kidspiration
INT 141	ImageBlender/Digital Cameras
INT 151	NetOp Training for Instructional Technologists
INT 161	IT Session 1
INT 162	IT Session 2
INT 163	IT Session 3 - CaseNEX Orientation
INT 164	IT Session 4
INT 165	CaseNEX
INT 171	Portfolio Grading for Instructional Technologist
INT 172	Grant Writing for Instructional Technologists
INT 173	Area 1 & 2 Meetings for Instructional Technologists
INT 174	Area 3 & 4 Meetings for Instructional Technologists
INT 175	Area Meetings for Middle and High School Instructional Technologists
INT 220	Instructional Technology Resource Teacher Inservice (Elementary)
INT 620	Instructional Technology Resource Teacher Inservice (Secondary)
INT 700	techKNOWLEDGEy Academy
INT 700-Online	Online techKNOWLEDGEy Academy
INT 715	Technology Infusion in the K- 12 Classroom
INT 720	Make & Take Classroom Projects with Desktop Publishing
INT 721	Classroom Web Pages with Lectora
INT 723	Make & Take Classroom Projects with PowerPoint
INT 725	Technology for Psychologists, Social Workers, and Visiting Teachers (Online)
INT 726	Make & Take Classroom Projects with Excel
INT 727	Unitedstreaming in the Classroom for Instructional Technologists
INT 728	Unitedstreaming for Teachers
INT 730	Improve Your Image: Acquiring, Enhancing, and Using Digital Images
INT 731	Teaching and Learning with Technology - Internet (Online)
INT 732	Teaching and Learning with Technology - Advanced Internet (Online)
INT 733	Teaching and Learning with Technology - Web Publishing (Online)
INT 734	Teaching and Learning with Technology - Databases (Online)
INT 735	Teaching and Learning with Technology - Spreadsheets (Online)
INT 736	Teaching and Learning with Technology - Graphics (Online)
INT 737	Teaching and Learning with Technology - Desktop Publishing (Online)
INT 738	Teaching and Learning with Technology - Multimedia/Hypermedia (Online)
INT 742	Surfing the Web: Online Resources
INT 743	Lectora Online - Creating Web Pages for Instruction
INT 745	Exploring WebQuests Online
INT 746	Differentiating with Technology (Online)
INT 747	Inspiration (Online)
INT 750	Inspiration (New Version)
INT 751	Kidspiration
INT 773	Technology Conference
INT 800	Technology Showcase
INT 804	KidBiz Training for Third Grade Teachers
INT 805	KidBiz Training for Schools
INT 806	KidBiz Training for Elementary Principals
INT 807	KidBiz Training for Elementary Reading Teachers and ITRTs
INT 808	KidBiz Training for Teachers

Source: Prince William County Schools, February 28, 2007.

While the breadth of available courses to teachers is commendable, the high percentage of teachers responding that there remain needs in the areas of integrating technology

into the curriculum and instructional technology support demonstrate that solely offering courses is not enough. Consistent, focused, individualized instruction is often the most important element in teachers becoming effective users of instructional technology.

The ITRT positions in Virginia are funded to accomplish this individualized instruction. A primary responsibility of the ITRTs is to work with teachers individually, to increase their skills through collaborative teaching, modeling of lesson plan development, and instructional delivery with technology.

Through analysis of ITRT work breakdown data as well as interviews with ITRTs, teachers and school principals, it is apparent that within Prince William County Schools ITRTs function outside of their primary area on a regular basis. In multiple elementary schools, for example, ITRTs are utilized as lab monitors during teacher preparatory time, playground supervisors, lunchroom monitors, and in other activities that "free" teachers for planning. The use of ITRTs for these purposes is at odds with their mission of working alongside teachers in collaborative planning and teaching.

RECOMMENDATION 7-7:

Re-organize instructional technology resource teacher (ITRT) accountability to report to a central office supervisor rather than to the building principals.

The Virginia Department of Education, Office to Educational Technology published the *Instructional Technology Resource Teacher and Technology Support Positions - A Handbook for School Divisions*. In this handbook, the Department of Education recognized the difficulty in having classroom teachers service other classroom teachers and administrators as ITRTs if they were not relieved of classroom instruction responsibilities. A selection from this handbook states:

> *The ITRT is specified as a teacher, and therefore must be a licensed teacher. The position is full-time equivalent. Instructional technology resource teachers are available throughout the school day for planning and implementation of integration activities. This avoids the challenge of finding time to provide support while meeting teaching obligations. Instructional technology resource teachers are intended to serve as resources to classroom teachers, but are not intended to serve as classroom teachers. Their primary purpose is to train teachers to use technology in an effective manner.*

The current policy of allowing school principals to determine the role and function of ITRTs within each school creates inequities in the amount of individualized, professional development and support offered to teachers in different schools. This has implications for both the professional competencies of these teachers as well as for the learning opportunities of students.

By moving accountability for ITRT roles and functions to a central office staff member, ITRTs will be able to function more fully within each school in their primary roles. This will also allow ITRTs to be able to move between schools as personnel change. This is currently a challenge as some ITRTs spend all their time on ITRT activities, while others spend a significant amount of their time on activities outside of these areas.

FISCAL IMPACT

This recommendation can be implemented with existing resources as all of the positions are funded. While ITRT daily supervision will continue at the school level, accountability and reporting will increase the central-office supervisor's workload a few hours per month.

7.6 Technical Support

Only training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those with considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses, their effectiveness is diminished. Teacher questions typically include:

- Why is one of the computers in my classroom malfunctioning so often?

- Why does my connection to the Internet keep disappearing?

Those schools that are able to supply answers quickly to questions such as those identified above and are able to assist individual teachers with their instruction-related questions will be the schools that most effectively prepare their students. The best way of addressing the questions posed above is to place at least one full-time technology specialist in every school. However, because of the financial burden, not very many divisions are able to place a technology support person in every school.

Therefore, an efficient and effective help desk is a critical part of an division's technology support model. An effective help desk answers users questions quickly, tries to resolve issues within a single call, and communicates effectively with the end-user throughout the incident lifecycle.

FINDING

The helpdesk and support staff at the Prince William County Schools are commended for their ability to solve software and hardware-related issues quickly. Staff are able to answer calls as they come in and triage and/or resolve the majority of calls through viewing and manipulating the remote desktop in real-time, creating efficiencies in the speed and cost of resolution while maintaining high customer satisfaction. For example, during the period between Mary 1, 2006 and January 29, 2007, IT services handled 55,691 calls, closing 91 percent of those cases (50,416) in 10 days or less.

COMMENDATION 7-C:

Prince William Public Schools is commended for implementing and maintaining a high-quality helpdesk and support structure enabling administrative and instructional staff to have confidence in the usability of their computers and technology.

8.0 FOOD SERVICE MANAGEMENT

8.0 FOOD SERVICE MANAGEMENT

This chapter presents the findings, commendations, and recommendations regarding operations of food services for the Prince William County Schools (PWCS). The three major sections in this chapter are:

8.1   Policies and Procedures
8.2   Financial Performance
8.3   Student Meal Participation

CHAPTER SUMMARY

The USDA award winning food services department for PWCS offers breakfast and lunch daily to over 70,000 students and adults at 81 schools. These schools offering meals are comprised of 55 elementary schools, 16 middle schools, and 10 high schools located within the county of Prince William, Virginia. Most of the schools (with a few exceptions of schools with less than 100 students) have a kitchen, and prepare their meals on-site.

The food services department is centrally managed, with cafeteria managers reporting to food services administration. However, lunch times are determined at each site by the principal. Due to the wellness policy, the PWCS schools prepare much of their food on site as opposed to using processed or pre-packaged food. The director of school food and nutrition services has been with the division for 28 years.

As illustrated in the organizational structure in **Exhibit 8-1**, the position of school food and nutrition services director has fifteen direct reports:

- the executive secretary
- bookkeeper
- accounts receivable
- accounts payable
- account clerk
- secretary
- administrative coordinator for nutrition
- administrative coordinator for training
- administrative coordinator for technical support
- food service manager for special events
- the five area managers, who oversee the site cafeterias

In total, the PWCS school food and nutrition services department is comprised of 501.83 FTE in 2005-06.

EXHIBIT 8-1
PRINCE WILLIAM COUNTY SCHOOLS
FOOD SERVICES ORGANIZATIONAL STRUCTURE
2006-07 SCHOOL YEAR

```
                    ┌─────────────────────────┐
                    │  Division Superintendent │
                    └─────────────────────────┘
                    ┌─────────────────────────┐
                    │   Deputy Superintendent  │
                    └─────────────────────────┘
                    ┌─────────────────────────┐
                    │  Associate Superintendent│
                    │ Finance and Support      │
                    │         Services         │
                    └─────────────────────────┘
                    ┌─────────────────────────┐
                    │ School Food and Nutrition│
                    │     Services Director    │
                    └─────────────────────────┘
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Executive Secretary	Administrative Coordinator for Nutrition
Bookkeeper	Administrative Coordinator for Training
Accounts Receivable	Administrative Coordinator for Technical Support (jointly supervised by PWCS IT department)
Accounts Payable	
Account Clerk	Food Service Manager for Special Events (includes administration cafeteria and catering)
Secretary	Five Area Managers (includes cafeteria managers and staff)

Source: 2006-07 organizational chart for PWCS school food and nutrition services department.

The food and nutrition services department is held in high regard by the PWCS administration, principals, and teachers. **Exhibit 8-2** displays survey results of PWCS staff and compares their responses to those of similar groups in other districts MGT has conducted reviews. When surveyed, PWCS staff gave the food and nutrition services department high marks, including:

- 97 percent of PWCS principals and assistant principals surveyed agreed or strongly agreed that parents and guardians are informed about the menus. 85 percent of teachers and 73 percent of central office administrators agreed with this comment as well.

- 96 percent of PWCS principals and assistant principals believe that cafeterias are clean and neat. Similarly, 87 percent of teachers and 75 percent of central office administrators agreed as well.

- 85 percent of PWCS principals and assistant principals agree that cafeteria staff are helpful and friendly, along with 73 percent of teachers and 69 percent of central office administrators.

- 62 percent of PWCS principals and assistant principals agree that the food services department encourages student participation through customer satisfaction surveys. The teachers and central office administrators did not agree with this question as much, with the respective percentages at 30 and 38 percent.

- Over 68 percent of PWCS principals and assistant principals agreed that the department provides nutritious and appealing meals and snacks. This is compared to only 58 percent of principals and assistant principals of other districts who agreed with the same comment regarding their schools. Similarly, more PWCS central office administrators and teachers agreed that their food service department provided nutritious meals and snacks than did administrators and teachers from other school districts.

EXHIBIT 8-2
PRINCE WILLIAM COUNTY SCHOOLS
FOOD SERVICES SURVEY RESPONSES

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
The food services department provides nutritious and appealing meals and snacks.	66/7	62/14	68/17	58/26	52/21	43/34
The food services department encourages student participation through customer satisfaction surveys.	38/2	N/A	62/10	N/A	30/12	N/A
Cafeteria staff are helpful and friendly.	69/3	N/A	85/6	N/A	73/7	N/A
Cafeteria facilities are clean and neat.	75/0	N/A	96/0	N/A	87/1	N/A
Parents/guardians are informed about the menus.	73/0	N/A	97/2	N/A	85/1	N/A

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

The following areas merit commendation and are discussed in detail later in this chapter:

- PWCS kitchens separate dry, refrigerator, and freezer storage according to USDA commodities and vendor purchases.

- The PWCS food services department uses several methods to advertise for part-time positions.

- The PWCS food services department actively uses the Internet to distribute nutritional analyses, ingredient information, and allergy information.

- The PWCS food services department conducts comprehensive training for all new employees and annual refresher training for all other employees.

- The PWCS division is commended for creating and implementing a comprehensive wellness policy.

- The food services department operates a profitable cafeteria in the PWCS administration building.

- The food services department actively solicits student, teacher, and parent input on menu items through an annual food show.

The following recommendations are proposed in this chapter:

- Ensure that trash from cafeterias is removed by custodial staff after meal service.

- Remove from PWCS schools all vending machines that sell anything beyond non-carbonated water, milk, sports drinks, or snacks that adhere to state guidelines.

- Service the Stonewall Jackson High School freezer so that there is no ice condensation.

- Purchase and use bill and coin counters for PWCS high schools that have a high number of students who purchase meals with cash.

- Ensure that all frozen food is stored on freezer shelves, or in boxes on crates to ensure food will not be damaged.

- Pursue an alternative electronic process to record the daily "extra time" for part-time employees by employee by pay period, if it is possible.

- Increase the fund balance for the food services department to three months of expenditures.

- Continue to maintain budgeted food cost at a standard 36 percent of revenue.

- Charge workers' compensation costs claimed by food service staff to the food and nutrition services department.

- Shift food service staff to ensure most, if not all, meals per labor hour (MPLH) for each school are at benchmark levels.

8.1   *Policies and Procedures*

Food service policies and procedures are essential in that they provide important information to drive internal operations. The absence of formal policies and procedures creates the potential for misinterpretations and omissions within the food services department.

FINDING

The food service staff at Gar-Field and Woodbridge High Schools are required to take the trash out of the cafeterias after each meal service.

Per interviews with PWCS staff and a site visit to Woodbridge High School, the evaluation team discovered that food service staff, rather than custodians, must remove trash from cafeterias at Gar-Field and Woodbridge High Schools after meal service. Having the food services staff remove the trash from cafeterias after meal service is detrimental for three reasons: 1) having food services staff remove trash prohibits the staff from performing other food service duties, and hence lowers MPLH, 2) the cafeteria is generally not under the jurisdiction of the food services, and 3) having food service staff remove trash between meal services exposes the staff to possibly harmful germs in the garbage, when they then have to go back to serving meals at the next meal service.

A more effective practice would be for all schools to have the custodians at the schools remove the trash from cafeterias after meal service. PWCS already has custodians remove the trash after meal service at their elementary and middle schools.

RECOMMENDATION 8-1:

Ensure that trash from cafeterias is removed by custodial staff after meal service.

Having custodial staff at the high schools remove cafeteria trash will more align the responsibilities between custodial staff at the high schools and the rest of the division schools. In addition, food service staff will be better able to perform food service functions to increase MPLH, and also will not need to worry about spreading harmful germs that are potentially present in the trash.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources by using existing custodial staff at the secondary schools.

FINDING

The evaluation team observed vending machines selling soda and non-nutritional snacks at Woodbridge High School.

During site visits at PWCS schools, the evaluation team noted that vending machines selling healthy snacks and drinks (water, fruit juices and baked chips) were present in

some cafeterias. However, during a site visit at Woodbridge High School, the team noted that nine vending machines selling soda and three vending machines selling cookies, candy, and non-baked chips were present outside of the cafeteria and in the school hallways. According to interviews with food service staff, there are also vending machines selling non-nutritional snacks at other PWCS high schools, which are not turned off during meal times. In addition, the food service department is not receiving any revenue from high school vending machines outside of the cafeterias during meal times, which is in violation of Virginia competitive food policy.

Vending machines selling non-nutritious food are in direct competition with the food service department selling breakfast and lunch. By continuing to have vending machines in high schools selling soda, cookies, candy and chips, PWCS will have students eating non-nutritious food, and will also have decreased sales for the food service department.

The USDA Web site contains a page listing the Competitive Food Policies for all 50 states. Virginia's policy would be a "best practice" on which PWCS could base its own policy and procedures:

> *Any food or beverage sold (including a la carte) in Virginia schools from 6:00 a.m. until the end of breakfast period, and during the lunch period, must meet the following nutrition standard. The foods and beverages sold must either be a recognized component of the food based meal pattern or must contain 5% of the Daily Value, per serving or per 100 calories, of at least one of these eight essential nutrients: iron, calcium, protein, vitamin A, vitamin C, niacin, thiamine, or riboflavin. The money from the sale of food or drink during the protected time periods must accrue to the school nutrition program account. Iced or hot coffee or tea may not be sold to students; non-carbonated water may be sold.*

This best practice is already being followed in the elementary and middle schools at PWCS, as there are no vending machines outside of the cafeterias that sell non-nutritious food during meal times.

If the division continues to have vending machines that sell non-nutritional snacks during meal times, the division will be in violation of Virginia policy and not presenting healthy food choices to students. Currently, the division offers non-nutritional foods that need to be replaced with healthy snacks and only operate during non-meal periods.

RECOMMENDATION 8-2:

Remove from PWCS schools all vending machines that sell anything beyond non-carbonated water, milk, sports drinks, or snacks that adhere to state guidelines.

The Virginia policy on competitive foods states that food that does not meet their nutritional guidelines should not be sold in schools during meal times. The division should remove all vending machines that sell unhealthy items to students. By removing all vending machines that sell unhealthy items, the division will ensure that there is no direct competition with the food service department, and that students will not have access to non-nutritive food on school grounds.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. Once all vending machines that sell non-nutritional snacks are removed, the division should see an increase in students who purchase meals from the schools, which would allow for an increase in revenue.

FINDING

Not all freezers in the division's cafeterias are clear from ice condensation.

The evaluation team noted on a site visit that one school freezer had ice condensation on the floor approximately four inches high directly under the freezer fans. The cafeteria manager stated that the freezer would occasionally have ice condensation, and that the food service staff would remove the ice with a pick.

By having ice condensation in this freezer, the food service staff must continually remove the condensation, and also run the risk of having an accident by slipping on the ice.

A best practice is already being followed in other PWCS schools, by having the freezers serviced immediately if there are any problems, including ice condensation. The evaluation team noted that there was no other condensation in either the freezers or refrigerators in any of the other site visits.

RECOMMENDATION 8-3:

Service the Stonewall Jackson High School freezer to remove ice condensation.

By implementing this recommendation, the food service staff at Stonewall Jackson High School will no longer need to remove the ice condensation, which is outside their duties as food service staff, and they will have less risk of having an accident in the freezer.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. According to the food service staff, the facilities staff which service the food service equipment are very responsive. The food service staff will need to call the facilities staff to service the freezer, which will fall under the normal repair costs.

FINDING

The evaluation team noted that several kitchens separated dry storage and refrigerator/freezer storage USDA commodities and vendor purchases. By separating the food according to USDA and vendors, the cafeteria managers are able to accurately gauge the commodities that can be used for meal preparation, so that the division fully utilizes its commodities. USDA commodities are free for the division and only shipping costs are assessed.

COMMENDATION 8-A:

PWCS kitchens separate dry, refrigerator, and freezer storage according to USDA commodities and vendor purchases.

FINDING

Cafeteria managers in high schools told the evaluation team that they spend approximately 1.5 hours per day every day counting the bills and coins from the students who purchase meals with cash. Elementary and middle school cafeteria managers who were asked stated that they spend minimal time each day counting bills and coins. Having cafeteria managers spending up to 1.5 hours per day counting money takes them away from other managerial duties, or from increasing MPLH.

A best practice is to have the cafeteria managers with a high number of students paying with cash to use bill and coin counters to automatically count the money at the end of each day, which will be quicker than a manual count. A well-known coffee business incorporates this best practice, which lets the managers quickly count bills and coins at the end of each workday.

RECOMMENDATION 8-4:

Purchase and use bill and coin counters for PWCS high schools that have a high number of students who purchase meals with cash.

By enabling the cafeteria managers with a high number of students who pay for meals with cash to use a bill and coin counter, the division will be able to save time for the managers to complete other duties, and to possibly increase MPLH.

FISCAL IMPACT

The fiscal impact associated with this recommendation will be a cost to the division of approximately $4,600. This cost is based on an Internet search of money counters, which found that bill counters can be purchased for $220, and coin counters can be purchased for $240. Combined, this would be a cost of $460 per high school, and a total cost of $4,600 for the 10 PWCS high schools.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Purchase and Use Bill and Coin Counters at PWCS High Schools	($4,600)	$0	$0	$0	$0

However, the division will also save work hours for high school cafeteria managers who were previously spending time manually counting money. Per conversations with high school cafeteria managers, the managers would spend up to 1.5 hours per day manually counting money. Using a conservative estimate of one hour of manually counting cash per day, the division would save one hour per high school cafeteria manager per day per week, for a total of fifty hours per week (1 hr/day x 10 high school cafeteria managers x 5 days = 50 hours per week). Annually, the division would save approximately 1,800 hours for cafeteria managers that could be redirected to other job duties (50 hours/week x 4 weeks x 9 months = 1,800 hours per school year), which would be a more effective use of their time.

FINDING

The PWCS food services department advertises for open part-time positions in several ways. Letters are sent home with each student in Kindergarten at the end of the school year to give to their parents. The letters explain to the parents that there are open part-time positions in the food service department, and that the parents will be able to work during the school day while their children are at school, but return home before the student does. In addition, the food service department advertises for these positions on their menus, which are also sent home with students. The food service department believes that these methods are successful in reaching new parents to become part-time employees.

COMMENDATION 8-B:

The PWCS food services department uses several methods to advertise for part-time positions.

FINDING

The evaluation team noted during one site visit that a plastic sack of frozen chicken cutlets was on the floor of a freezer. When brought to the attention of the cafeteria manager, the manager stated that the policy is for all food to be on shelves, or in boxes on crates, and that the sack of chicken cutlets must have fallen when someone was in the freezer. The cafeteria manager stated that the food should not have been on the floor, and that it was going to be corrected.

The PWCS food service department should not have food in its freezers left on the floor, as it increases the likelihood that the food will be stepped on, which could cause damaged food or cause staff to fall.

A best practice is for this school to have all of its frozen food on shelves or in boxes on crates. The rest of the PWCS schools are following this best practice, as none of the other freezers visited had food on the floor.

RECOMMENDATION 8-5:

Ensure that all frozen food is stored on freezer shelves, or in boxes on crates to ensure that food will not be damaged.

By properly storing all frozen food, the division will ensure that food will not be damaged by being stepped on, and that food service staff will not run the risk of falling on food that is on the ground.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources, as the division as a whole is already properly storing its frozen foods.

FINDING

The food services department utilizes the Internet to distribute extensive information, including:

- a complete allergy listing of every item on the school menus that has one of the following ingredients: wheat, soy, dairy, egg, peanuts, and tree nuts;

- a comprehensive listing of ingredients for every item on the school menus;

- a nutritional analysis of every single menu item offered;

- policies and procedures are available within the division's internal network.

Exhibit 8-3 and **Exhibit 8-4** below are excerpts from the allergy and ingredient listings on the PWCS website

EXHIBIT 8-3
PRINCE WILLIAM COUNTY SCHOOLS
EXCERPT FROM TABLE LISTING MENU ITEMS WITH WHEAT ALLERGIES
2006-07 SCHOOL YEAR

BREAKFAST	ENTREES	SIDES	BREADS
Bageler	Bean Nachos	Bean & Ham Soup	Biscuit
Banana Bread	Buffalo Chicken Sub/Wrap	Broccoli & Cauli. w/Cheese Sauce	Bread Stick
Belgian Waffles Sticks	Cheeseburger/Bun	Broccoli Cheese Rice	Cinnamon Bread
Biscuit	Chef Salad (all - w/Croutons)	Broccoli Cheese Soup	Cinnamon Bread Stick
Cereal, Apple Jacks, RS	Chicken Drumstick	Broccoli Salad	Crackers, Whole Grain
Cereal, Cruncheroos	Chicken Enchilada Pie	Caramel Dip	Dinner Roll
Cereal, Froot Loops, RS	Chicken Fajita	Chicken Noodle Soup	French Bread
Cereal, Frosted Mini Wheats	Chicken Parmesan	Chicken Vegetable Soup	Garlic Bread
Cereal, Kashi Mighty Bites	Chicken Pot Pie	Curly Fries	Gordita Bread
Cereal, Raisin Bran	Chicken Quesadilla	French Fries	Graham Crackers
Cereal, Tiger Power	Chicken Salad	Fried Rice	Hamburger Roll (All Kinds)
Cheese & Bacon English Muffin	Chicken Tenders	Fruit Crisp w/Topping	Hot Dog Bun (All Kinds)
Cheese Omelet	Chicken Teriyaki Sub/Wrap	Fruit Crunch w/Topping	Italian Bread Stick
Chicken Biscuit	Chimichanga	Fruit Smoothie	Oatmeal Roll
Cinnamon Bun	Corn Dog	Fruit Upside Down Cake w/Topping	Saltine Crackers
Cinnamon Sprinkled Bagel	Crispy Chicken	Graham Banana Bites	Soft Pretzel
Cinnamon Toast	Egg Roll	Potato Salad	Stuffed Crust Dipper

Source: PWCS food services allergy document at http://pwcs.edu/Departments/menus/Allergies.xls.

EXHIBIT 8-4
PRINCE WILLIAM COUNTY SCHOOLS
EXCERPT FROM DOCUMENT LISTING INGREDIENTS FOR EACH MENU ITEM
2006-07 SCHOOL YEAR

Chicken Fajita Strips [chicken, chicken broth, modified food starch, seasoning (dextrose, salt, spice, dehydrated garlic, maltodextrin, dehydrated onion, natural flavors), soy protein concentrate, seasoning (salt, spices, dehydrated garlic, dehydrated onion, soybean oil), sodium phosphates, natural flavor], water, vinegar, lemon juice (water, lemon juice concentrate, sodium benzoate, sodium bisulfite, lemon oil), low sodium chicken soup base (roasted chicken, maltodextrin, sugar, hydrolyzed corn protein, autolyzed yeast extract, dehydrated chicken broth, chicken fat, salt, onion powder, natural flavors, contains 2% or less of the following: gelatin, disodium inosinate, disodium guanylate, potato starch, turmeric, corn syrup solids), low sodium beef soup base (roasted beef, sugar, autolyzed yeast extract, hydrolyzed soy protein, dried beef stock, partially hydrogenated soybean and/or cottonseed oils, maltodextrin, onion powder, caramel color, tomato powder, Contains 2% or less of the following: disodium inosinate, disodium guanylate, dextrose, salt, natural flavorings), garlic granules, spices (chili powder, black pepper, cumin).

TORTILLA: Enriched bleached flour (enriched with iron, niacin, thiamine mononitrate, riboflavin, folic acid), water, partially hydrogenated soybean and cottonseed oils with mono and diglycerides, salt, baking powder (sodium bicarbonate, calcium carbonate, sodium aluminum sulfate, mono-calcium phosphate), sugar, calcium propionate (preservative), fumaric acid, potassium sorbate (preservative), sodium bicarbonate, dough conditioner (calcium sulfate, L-cysteine, and ascorbic acid), yeast.

Source: PWCS food services allergy document at
http://www.pwcs.edu/Departments/menus/Ingredient%20Facts%20of%20School%20Food%20Items.xls.

COMMENDATION 8-C:

The PWCS food services department actively uses the Internet to distribute nutritional analyses, ingredient information, and allergy information.

FINDING

Food service administration staff spend approximately twelve to sixteen person-days a month (96 – 128 hours) electronically entering the "extra time" of food service part-time employees. The "extra time" is time worked that is over the contracted hours, and it is recorded by employee by day. However, according to food service and financial management staff, this information is not analyzed *by day* by either the finance or food service departments, but rather is analyzed *by pay period*. Numerous food service staff told the evaluation team that they would like to have the "extra time" entered for employees *by pay period*. The food service staff estimated that this would reduce the time it took to manually enter the "extra time" by 75 percent.

By continuing to enter the "extra time" by employee *by day*, the food service department will continue to spend resources entering this information at a level that is not used by any department. The food service department could electronically enter the "extra time" *by pay period* using their current system if it is possible to do this, as this would enable the department to redirect these resources to other activities. A more efficient practice the department could follow is for it to direct its resources to activities that accomplish the department's mission; since no department is analyzing the "extra time" data by day, it is a waste of resources to record it as such.

RECOMMENDATION 8-6:

Pursue an alternative electronic process to record the daily "extra time" for part-time employees by employee by pay period.

Recording the "extra time" electronically for part-time employees by pay period using their current system will help the department in two ways: 1) the "extra time" is not being evaluated by any department by day, and 2) the department can redirect resources from the time saved from entering the "extra time" by pay period.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. However, this recommendation is based on the assumption that the finance department can have the "extra time" submitted by pay period.

In addition, the food services department will have a soft savings of approximately 72 hours per week of potential redirected work. According to food service administration staff, their conservative estimate is that it takes 96 hours per month to manually enter "extra time" by employee by day. The staff stated that if they could enter in "extra time" by pay period, it would reduce their effort on this task by 75 percent. 96 hours x 75 percent = 72 hours of potentially redirected work for food service administration staff.

FINDING

Training is an integral part for PWCS food service positions. Each new employee who works in a cafeteria, including part-time employees, has four days of training, with three of those days on-site in kitchens. In addition, other employees are administered yearly quizzes using flash cards on important kitchen safety measures. The food services department tracks the certifications of managers and employees, and notifies them when they need to renew their certifications.

Exhibit 8-5 is an excerpt from the new employee training manual, and outlines the four day training schedule.

EXHIBIT 8-5
PRINCE WILLIAM COUNTY SCHOOLS
EXCERPT FROM NEW EMPLOYEE TRAINING MANUAL
2006-07 SCHOOL YEAR

New Employee Training will include:

DAY 1 – Independent Hill, 9:00 a.m. to 3:00 p.m.

School Division Beliefs
Introduction to Food Services
Food Services Employee Code of Behavior
Food Services Employee Handbook:
       Attendance Policy and Payroll and Record-Keeping
       Federal Regulations including "Offer vs. Served"
       Quality Standards
       Dress Code and Physical Requirements
       Kitchen Safety and Chemical Use
       Cleaning and Sanitizing
       Customer Relations
       Sanitation

DAYS 2 to 4 – Prince William County School Cafeteria

Daily readings assigned from Employee Handbook and written review following each day's work.
Hands-on Production Experience of:
       Sanitary Food Handling Practices including hair restraints, hand washing, apron use.
       Using Employee Schedules and Forecast Sheets.
       Standardized Recipe Use.
       Work Organization and Simplification.
       Pans and Equipment names, Sizes, etc.
       Knife Safety and Safety when Lifting.
       Portioning Food using scales for weight, volume measure, dimension, and count.
       Salad Preparation.
       Safe Equipment Usage: steamer, ovens, steam-jacketed kettle, mixer, can openers, dishwashers, garbage disposals.
       Efficient Serving Line Practices including two-handed service.
       Customer Relations
       HACCP including thermometer usage, cleaning and storage, temperature recording.
       Dishroom Operation.
       Cleaning and Sanitizing Procedures including sweeping and mopping

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Source: PWCS food services new employee training manual, 2007.

COMMENDATION 8-D:

The PWCS food services department conducts comprehensive training for all new employees and annual refresher training for all other employees.

8.2   *Financial Performance*

Financial performance is important to any school business operation. School divisions must adhere to proper financial practices related to food service operations as well, since there are implications from a local, state, and federal perspective due to funding sources associated with school nutrition.

Meal prices for PWCS and the average lunch prices for other Virginia school divisions are shown in **Exhibit 8-6**. As shown, PWCS:

- middle schools charge $.15 more for lunch than the elementary schools, and PWCS high schools charge $.10 more than middle schools;

- is $.04 higher than the surrounding divisions' average for middle school lunch prices;

- is $.12 higher than the surrounding divisions' average for high school lunch prices; and

- is at the surrounding divisions' average for elementary school lunch prices.

Exhibit 8-7 summarizes the department's revenues, expenditures, and net income over the past three school years. The exhibit shows that while revenues increased from 2003 through 2005, expenditures outpaced the increases in revenue, so that net income was ($295,568) at the end of the 2003-04 school year, and approximately ($1.5 million) at the end of the 2004-05 school year.

During the 2005-06 school year, the food services department increased revenue by $2.5 million and decreased expenditures by approximately $500,000, so that the net income at the end of the year was over $1.5 million. The division accomplished this improvement by reducing staff due to attrition, reducing staff hours, and adhering to construction budgets for kitchen renovations.

EXHIBIT 8-6
PRINCE WILLIAM COUNTY SCHOOLS FOOD SERVICE
LUNCH PRICES FOR PWCS AND SURROUNDING DIVISIONS
FEBRUARY 2007

LUNCH PRICES	ALEXANDRIA CITY	ARLINGTON COUNTY	FAIRFAX COUNTY	FALLS CHURCH CITY	FAUQUIER COUNTY	LOUDOUN COUNTY	MANASSAS CITY	STAFFORD COUNTY	AVERAGE		PWCS	PWCS OVER/ (UNDER) AVERAGE
Elementary	$2.05	$2.30	$2.00	$2.15	$1.65	$2.00	$2.10	$1.75	**$2.00**		**$2.00**	$0.00
Middle	$2.35	$2.30	$2.10	$2.15	$1.90	$2.10	$2.10	$1.85	**$2.11**		**$2.15**	$0.04
High	$2.35	$2.30	$2.10	$2.15	$2.10	$2.10	$2.10	$1.85	**$2.13**		**$2.25**	$0.12
Adult	$3.10	$3.00	$3.00	$2.75	$2.75	$3.00	$2.75	$2.75	**$2.89**		**$3.00**	$0.11

Source: PWCS food service department, 2007.

EXHIBIT 8-7
PRINCE WILLIAM COUNTY SCHOOLS FOOD SERVICE
EXPENDITURE AND REVENUE ANALYSIS
2003-04 THROUGH 2005-06 SCHOOL YEARS

SCHOOL YEAR	TOTAL REVENUE	TOTAL REVENUE DIFFERENCE FROM PRIOR YEAR	TOTAL EXPENDITURES INCLUDING FOOD COSTS	PERSONNEL COSTS INCLUDING BENEFITS	TOTAL EXPENDITURE DIFFERENCES FROM PRIOR YEAR	TOTAL REVENUES LESS EXPENDITURES
2003-04	$19,202,013	-	$19,497,581	$10,021,228	-	($295,568)
2004-05	$21,083,390	$1,881,377	$22,575,357	$11,763,882	$3,077,776	($1,491,967)
2005-06	$23,657,408	$2,574,018	$22,071,515	$12,106,578	($503,842)	$1,585,893

Source: PWCS food service department, financial information statements 2003-04, 2004-05, 2005-06.

Exhibit 8-8 summarizes the food service personnel costs, including administrative costs and benefits. Personnel costs have increased over the last three years, from personnel costs at 51.4 percent of expenditures in 2003-04, to 52.1 percent in 2004-05, and 54.9 percent in 2005-06.

EXHIBIT 8-8
PRINCE WILLIAM COUNTY SCHOOLS
FOOD SERVICE PERSONNEL COSTS
2003-04 THROUGH 2005-06 SCHOOL YEARS

SCHOOL YEAR	TOTAL EXPENDITURES INCLUDING FOOD COSTS	PERSONNEL COSTS INCLUDING ADMINISTRATION AND BENEFITS	PERCENTAGE OF PERSONNEL COSTS TO EXPENDITURES
2003-04	$19,497,581	$10,021,228	51.4%
2004-05	$22,575,357	$11,763,882	52.1%
2005-06	$22,071,515	$12,106,578	54.9%

Source: PWCS food service department, Financial Information statements 2003-04, 2004-05, 2005-06.

FINDING

The PWCS food services fund balance decreased in each of the school years 2002-03, 2003-04, and 2004-05, and increased in school year 2005-06. At the end of school year 2004-05 the fund balance amount was $1,071,102, or 4.7 percent of total expenditures. During school year 2005-06, the fund balance increased to $2,994,164, or 13.6 percent of expenditures.

Several reasons for the decreasing fund balance include:

- increased food costs from wellness initiatives, including an elimination of non-nutritious snack cakes and pies;

- reduced sales from a high school menu change that increased meal counts but decreased a la carte;

- increased costs from a reclassification of staff to be eligible for health benefits; and

- reduced revenue by a division policy of not making up snow days (reducing service days) without reducing employee contract length.

Exhibit 8-9 summarizes the department's fund balance for the school years 2003-04 through 2005-06.

EXHIBIT 8-9
PRINCE WILLIAM COUNTY SCHOOLS FOOD SERVICE
FUND BALANCE ANALYSIS
2003-04 THROUGH 2005-06 SCHOOL YEARS

SCHOOL YEAR	ENDING FUND BALANCE	CHANGE IN FUND BALANCE FROM PRIOR YEAR	FUND BALANCE AT BEST PRACTICE LEVEL (3 MONTHS OF EXPENDITURES)	DIFFERENCE IN FUND BALANCE FROM BEST PRACTICE LEVEL
2003-04	$1,522,549	-	$4,874,395	($3,351,846)
2004-05	$1,071,102	($451,447)	$5,643,839	($4,572,737)
2005-06	$2,994,164	$1,923,062	$5,517,879	($2,523,715)

Source: PWCS food service department, Financial Information statements 2003-04, 2004-05, 2005-06.

While the food services department fund balance is no longer declining, the department needs to ensure that it will not have the losses in the future, and maintain a viable fund balance. If the food services fund balance were depleted, and the department were to continue to have a negative net income, there could be the situation of the department needing general fund monies to make up for the shortfall between expenses and revenue.

In general, school divisions have a fund balance minimum of three months of expenditures, which help to mitigate any losses in net income. Additional balances beyond this point are to be used for capital equipment replacement throughout all cafeteria kitchens.

RECOMMENDATION 8-7:

Increase the fund balance for the food services department to three months of expenditures.

Keeping a viable fund balance will help to mitigate any future losses in net income. Keeping the fund balance at three months will enable the department to sustain losses in a particularly hard year, or smaller losses over several years.

FISCAL IMPACT

This recommendation can be implemented by focusing on reducing costs and increasing revenue as described in this chapter.

Exhibit 8-10 shows the percentage of food costs to total revenue. As indicated in the exhibit, food costs have varied for the division from 39.8 percent of revenue in 2003-04, to 43.1 percent of revenue in 2004-05 and 36.2 percent of revenue in 2005-06.

EXHIBIT 8-10
PRINCE WILLIAM COUNTY SCHOOLS
FOOD COSTS ANALYSIS
2003-04 THROUGH 2005-06 SCHOOL YEARS

SCHOOL YEAR	TOTAL FOOD COSTS	TOTAL REVENUE	PERCENTAGE OF FOOD COSTS TO REVENUE
2003-04	$7,647,984	$19,202,013	39.8%
2004-05	$9,087,012	$21,083,390	43.1%
2005-06	$8,554,854	$23,657,408	36.2%

Source: Created by MGT from PWCS food service department
Financial Information statements 2003-04, 2004-05, 2005-06.

FINDING

The PWCS food service department has been striving to keep food costs to the standard of 36 percent of revenue. If the division does not pursue avenues to reduce costs, these expenses will continue to grow, possibly causing a reduction in the food service fund balance. While the department did spend 36 percent of revenues for food in 2005-06, this level of food costs has not been consistent in the previous few years.

Several reasons for the increased food costs are attributable to the wellness program instituted by the food service department. The wellness program has eliminated non-nutritive items from the menu, while adding more fresh fruits and vegetables and whole grains. The addition of the fresh fruits and vegetables has increased costs for the department. However, most school systems take advantage of the USDA commodities to alleviate additional costs associated with fresh produce.

A best practice as defined both by *Controlling Costs for School Food Services, Third Edition, 2000* and indicated in *School Business Insider*, is to limit the costs of food to 36 percent of total revenue.

RECOMMENDATION 8-8:

Continue to maintain budgeted food cost at a standard 36 percent of revenue.

By keeping budgeted food costs to 36 percent of revenue, the division will be able to control future departmental costs, preventing a future reduction of the fund balance.

FISCAL IMPACT

The implementation of this recommendation should result in a nominal savings for the division.

FINDING

Workers' compensation claimed by food service staff is not paid by the food and nutrition services department.

Workers' compensation is an operational cost to school districts. According to the food and nutrition services director and financial management staff, the PWCS department of risk management pays for the division's workers' compensation. Due to the nature of the work, food service departments are highly susceptible to on-the-job injury. Since most other school division departments do not have workers' compensation claims, a substantial portion of the division's workers' compensation costs may come from the food services department. **Exhibit 8-11** displays the workers' compensation claims for the 2003-04 through 2005-06 school years.

EXHIBIT 8-11
PRINCE WILLIAM COUNTY SCHOOLS
FOOD SERVICE WORKERS' COMPENSATION
SCHOOL YEARS 2003-04 THROUGH 2005-06

SCHOOL YEAR	NUMBER OF INJURIES	MEDICAL PAYMENTS	SALARY PAYMENTS	TOTAL PAYMENTS BY SCHOOL YEAR
2003-04	109	$31,641	$2,932	$34,573
2004-05	114	$61,228	$2,755	$63,983
2005-06	142	$79,489	$7,357	$86,846
AVERAGE	**122**	**$57,453**	**$4,348**	**$61,800**

Source: PWCS food service department, 2007.

A best practice in place at Renton Public Schools in Washington is to charge the fees associated with workers' compensation insurance through an indirect expenditure back to respective departments. The division does this to ensure that the workers' compensation costs are being paid by the departments that incur the costs.

RECOMMENDATION 8-9:

Charge workers' compensation costs claimed by food service staff to the food and nutrition services department.

Charging the food services department for workers' compensation claimed by food services staff will allow for the food services department to be cognizant of the costs of workers' compensation for its employees and for more accurate calculation of the true costs of food service operation.

FISCAL IMPACT

By taking an average of the workers' compensation medical and salary payments from 2003-04 through 2005-06, the average of medical and salary payments to workers' compensation claims is $61,800. Implementing this recommendation would cost the food service department approximately $309,000 over the next five years; however, this is a soft dollar cost. This cost is offset by the general revenue fund and therefore there is no hard dollar fiscal impact for the division.

8.3 *Student Meal Participation*

Maximizing student meal participation has two important benefits to school divisions:

- Students who eat nutritious meals each day can learn more effectively. Students are more receptive to learning if they have eaten a nutritious meal.

- Cash sales of food and federal reimbursement for meals served are two significant sources of revenue for school divisions.

FINDING

The PWCS food and nutrition services department tracks meals per labor hour (MPLH), but staffing hours are over benchmark levels.

MPLH measures the number of full meals and meal equivalents served, divided by the number of employee hours worked. MPLH calculations can be used as a guide for variable hours regarding the production and serving of meals.

The food and nutrition services department distributes staffing hours to each school based on the projected number of meals served and the MPLH guidelines. The department evaluates these numbers twice a year, and redistributes staffing hours at the end of the year based on any changes to the number of meals served.

Exhibit 8-12 is the MPLH guidelines that the department uses to determine staffing hours for schools.

EXHIBIT 8-12
PRINCE WILLIAM COUNTY SCHOOLS
MEALS PER LABOR HOUR STAFFING GUIDELINES
JULY 2006

CAFETERIA STAFFING

Schools will be assigned staffing hours using the following guidelines:

Staffing Hour Allocation

Lunches – Elementary/Middle

Schools serving up to 300 lunches	1 man hour per 15.5 lunches served
Schools serving 301-400 lunches	1 man hour per 16.5 lunches served
Schools serving 401-700 lunches	1 man hour per 17.5 lunches served
Schools serving 701-900 lunches	1 man hour per 18.5 lunches served
Schools serving 901+ lunches	1 man hour per 19.5 lunches served

Lunches – High

Schools serving up to 300 lunches	1 man hour per 15 lunches served
Schools serving 301-400 lunches	1 man hour per 16 lunches served
Schools serving 401-700 lunches	1 man hour per 17 lunches served
Schools serving 701-900 lunches	1 man hour per 18 lunches served
Schools serving 901+ lunches	1 man hour per 19 lunches served

Breakfasts

Schools serving up to 100	1 man hour per 30 breakfasts served
Schools serving 101-200	1 man hour per 35 breakfasts served
Schools serving 201+	1 man hour per 40 breakfasts served

A la Carte Sales including Kdg. Snack	1 man hour for every $50.00
Serving Lines	+1 for satellite programs

Total number of hours allotted each cafeteria will be determined based on the projected enrollment for the school year, and the school's past sales history. The Director of School Food & Nutrition Services will also consider situations unique to a particular school and staff accordingly.

Necessary adjustments in the staffing hour allocations will be made as deemed necessary.

Source: PWCS Food and Nutrition Services Operations Book, July 2006.

Exhibit 8-13 shows the average number of meals served per day during October 2007, staffing hours needed to meet the MPLH, actual staff hours, and the over/under staff hours as compared to benchmark data for each school. As shown:

- Twenty-two elementary schools are above the benchmark staffing hours, by a range of one to four hours;

- Nine middle schools are above the benchmark staffing hours, by a range of one to 11 hours;

- Seven high schools are above the benchmark staffing hours, by a range of two to 13 hours;

- The division in total is over the benchmark staffing levels by 55 hours.

EXHIBIT 8-13
PRINCE WILLIAM COUNTY SCHOOLS
MEALS SERVED AND STAFFING HOURS COMPARED TO BENCHMARK LEVELS
OCTOBER 2007

SCHOOL NAME	AVERAGE NUMBER OF MEALS SERVED PER DAY OCTOBER 2007 (INCLUDES BREAKFAST AND LUNCH; DOES NOT INCLUDE A LA CARTE)	LABOR HOURS NEEDED TO MEET PWCS BENCHMARK MPLH, OCTOBER 2007 (INCLUDES BREAKFAST, LUNCH, A LA CARTE)	ACTUAL STAFFING HOURS FOR OCTOBER 2007	OCTOBER 2007 STAFF HOURS OVER / (UNDER) BENCHMARK, ROUNDED TO NEAREST WHOLE NUMBER
Elementary				
Alvey Elementary	593	40.7	41.5	1
Antietam Elementary	445	27.6	27	(1)
Ashland Elementary	486	31.7	34.5	3
Bel Air Elementary	597	32.3	28.5	(4)
Belmont Elementary	448	24.6	28.5	4
Bennett Elementary	528	34.5	32	(3)
Bristow Run Elementary	617	39	35.5	(4)
Buckland Mills Elementary	437	29	27.5	(2)
Cedar Point Elementary	564	36.1	33	(3)
Coles Elementary	423	27.1	28	1
Dale City Elementary	552	30.5	30.5	0
Dumfries Elementary	653	31.9	30	(2)
Ellis Elementary	657	36.6	30	(7)
Enterprise Elementary	482	28.7	29.5	1
Featherstone Elementary	488	36.7	26	(1)
Glenkirk Elementary	552	34	31.5	(3)
Henderson Elementary	339	22	23	1
Kerrydale Elementary	525	28.8	29.5	1
Kilby Elementary	357	21.7	21.5	0
King Elementary	499	28.5	27.5	(1)
Lake Ridge Elementary	417	26	24.5	(2)
Leesylvania Elementary	852	48.3	51	3
Loch Lomond Elementary	360	22.3	22	0
Marshall Elementary	513	34.6	30.5	(4)

**EXHIBIT 8-13 (Continued)
PRINCE WILLIAM COUNTY SCHOOLS
MEALS SERVED AND STAFFING HOURS COMPARED TO BENCHMARK LEVELS
2006-07 SCHOOL YEAR**

SCHOOL NAME	AVERAGE NUMBER OF MEALS SERVED PER DAY OCTOBER 2007 (INCLUDES BREAKFAST AND LUNCH; DOES NOT INCLUDE A LA CARTE)	LABOR HOURS NEEDED TO MEET PWCS BENCHMARK MPLH, OCTOBER 2007 (INCLUDES BREAKFAST, LUNCH, A LA CARTE)	ACTUAL STAFFING HOURS FOR OCTOBER 2007	OCTOBER 2007 STAFF HOURS OVER / (UNDER) BENCHMARK, ROUNDED TO NEAREST WHOLE NUMBER
Marumsco Hills Elementary	467	27.5	29	1
McAuliffe Elementary	466	28.6	29	0
Minnieville Elementary	587	32.9	34	1
Montclair Elementary	527	30.3	29.5	(1)
Mountain View Elementary	469	31.9	32	0
Mullen Elementary	731	39.7	40.5	1
Neabsco Elementary	883	46.8	46	(1)
Nokesville Elementary	261	20	20.5	0
Occoquan Elementary	565	31.8	30	(2)
Old Bridge Elementary	518	30.2	31.5	1
Parks Elementary	654	39.5	35	(4)
Pattie/Washington R. Elementary	561	31.3	31.5	0
Penn Elementary	562	33	35	2
Pennington School	386	25.9	28	2
Porter Traditional	536	32.4	33	1
Potomac View Elementary	669	34.9	37	2
River Oaks Elementary	724	37.7	38	0
Rockledge Elementary	494	27.5	29	2
Signal Hill Elementary	737	42.6	43.5	1
Sinclair Elementary	559	29.9	31	1
Springwoods Elementary	418	26.1	24.5	(2)
Sudley Elementary	516	29.8	28.5	(1)
Swans Creek Elementary	593	32	33.5	1
Triangle Elementary	580	29.4	32	3
Tyler Elementary	444	28.1	27.5	(1)
Vaughan Elementary	596	32	32.5	0
Victory Elementary	552	33.5	32.5	(1)
West Gate Elementary	600	31.5	33	1
Westridge Elementary	375	24.7	24	(1)
Williams Elementary	744	40.5	35	(5)
Yorkshire Elementary	548	28.3	26.5	(2)
Elementary Average	**540**	**31.5**	**31.2**	**0**

**EXHIBIT 8-13 (Continued)
PRINCE WILLIAM COUNTY SCHOOLS
MEALS SERVED AND STAFFING HOURS COMPARED TO BENCHMARK LEVELS
2006-07 SCHOOL YEAR**

SCHOOL NAME	AVERAGE NUMBER OF MEALS SERVED PER DAY OCTOBER 2007 (INCLUDES BREAKFAST AND LUNCH; DOES NOT INCLUDE A LA CARTE)	LABOR HOURS NEEDED TO MEET PWCS BENCHMARK MPLH, OCTOBER 2007 (INCLUDES BREAKFAST, LUNCH, A LA CARTE)	ACTUAL STAFFING HOURS FOR OCTOBER 2007	OCTOBER 2007 STAFF HOURS OVER / (UNDER) BENCHMARK, ROUNDED TO NEAREST WHOLE NUMBER
Middle School				
Benton Middle School	723	57.8	53	(5)
Beville Middle School	1065	61.4	60.5	(1)
Bull Run Middle School	1097	74.5	79	5
Godwin Middle School	832	47.6	47.5	0
Graham Park Middle School	826	44	49	5
Lake Ridge Middle School	1018	58.4	50.5	(8)
Lynn Middle School	1001	50.8	58.5	8
Marsteller Middle School	995	68	64	(4)
Parkside Middle School	825	52	53.5	2
Potomac Middle	901	52.1	53	1
Rippon Middle School	773	46.4	56.5	10
Saunders Middle School	1025	58.9	63.5	5
Stonewall Middle School	818	48.5	59.5	11
Woodbridge Middle School	686	46.2	48	2
Middle School Average	**899**	**54.8**	**56.9**	**2**
High School				
Battlefield High School	1171	90.9	95	4
Brentsville High School	584	51.2	50	(1)
Forest Park High School	1419	98.7	99	0
Freedom High School	1163	70.8	72.5	2
Gar-Field High School	1502	90.5	101	11
Hylton High School	1222	90.2	94.5	4
Osbourn Park High School	1376	107.3	104.5	(3)
Potomac High School	859	56.8	66.5	10
Stonewall Jackson High School	1212	77	90	13
Woodbridge High School	1463	97.3	104.5	7
High School Average	**1197**	**83.1**	**87.8**	**5**
DIVISION AVERAGE	**687**	**42.2**	**42.9**	**1**
DIVISION TOTAL	**54,262**	**3,330.9**	**3,389**	**55**

Source: Created by MGT of America, Inc. based on PWCS meals per labor hour and staffing report for October 2007.

If PWCS continues to have schools above the benchmarks for MPLH, the division will be spending more money on food service staff than necessary. A best practice according to *Controlling Costs in the Food Service Industry, Third Edition, 2000,* is for the district to have staff hours at benchmark levels.

RECOMMENDATION 8-10:

Shift food service staff to ensure most, if not all, meals per labor hour for each school are at benchmark levels.

While the majority of PWCS schools have staffing levels that are either at or are within two hours of benchmark levels, there are a few schools that also have staffing levels that are more than 10 hours off of the benchmark levels. In addition, due to the fact that there is a large number of PWCS schools, even a small deviation in hours throughout most of the schools adds up to a large cost for the division. The implementation of this recommendation should ensure the appropriate staffing levels at each school, which will help meet successful MPLH levels across the entire division.

However, the PWCS food services department does conduct an analysis of benchmark MPLH hours to actual hours each year, and during the school year when a food services employee leaves a school. The food services director stated that attrition usually will resolve most differences in hours, but if that does not happen, the hours are adjusted during the yearly benchmark analysis.

FISCAL IMPACT

Cafeterias performing with hours below benchmark levels should remain at current levels while reducing staff hours at other schools, which would result in a cost savings of approximately $105,336 per year, or $526,680 over a five-year period.

The school division should see a reduction in labor costs of $585.20 per day based on a conservative estimate of a starting hourly wage of $10.64 per hour for part-time staff. Therefore, the fiscal impact is based on:

- Starting hourly wage of $10.64/hour x 55 hours over benchmark levels per day = $585.20 per day.

To achieve benchmark standards for MPLH in all schools, the district could reduce these 55 extra hours per day from the staff hours that are above benchmarks for the thirty-eight schools. The $10.64 starting salary for part-time employees x 55 extra hours per day equals $585.20. $585.20 x 20 days equals $11,704 per month net savings. $11,704 per month net savings x 9 months equals an annual total labor savings of $105,336. These figures are based on 2006-07 labor costs and average daily meals served during October 2007.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Shift Food Service Hours to Ensure Meals Per Labor Hour are at Benchmark Levels	$105,336	$105,336	$105,336	$105,336	$105,336

FINDING

The Prince William County Schools has implemented a wellness policy, incorporating nutrition standards and goals for nutrition education, physical activity and community involvement. The nutritional goals for PWCS meet Virginia guidelines and even go beyond the guidelines in some areas, including lowering sodium and processed food. The PWCS division's nutritional goals focuses on fresh fruits and vegetables, other policies that make positive contributions to students' diets and health.

The wellness plan had a large amount of stakeholder input, including teachers, principals, nurses, PE teachers, dieticians, parents, and PTO representatives. The stakeholders created an implementation plan to ensure that the wellness plan will be implemented in the division.

COMMENDATION 8-E:

The PWCS division has created and is implementing a comprehensive wellness policy.

FINDING

The PWCS food services department operates a cafeteria in the PWCS administration building. During the 2005-06 school year, the administration cafeteria spent $80,472 while bringing in $83,874, for a profit of over $3,400.

COMMENDATION 8-F:

The food services department operates a profitable cafeteria in the PWCS administration building.

FINDING

The PWCS food services department conducts an annual food show, which invites students, parents, and teachers to try new menu items and vote for placing those items on next year's menu. Prior to the show, the food services department contacts its vendors with food specifications of nutritional content and price, and asks the vendors to submit possible new menu items. The vendors donate the items to the department, which then prepares the new menu items for testing at the food show. The new menu items with the most votes are placed on the next year's menu.

COMMENDATION 8-G:

The food services department actively solicits student, teacher, and parent input on menu items through an annual food show.

9.0   FACILITY USE AND MANAGEMENT

9.0 FACILITY USE AND MANAGEMENT

This chapter presents the results of the review of facility use and management and related policies and procedures in Prince William County Schools (PWCS). The four sections in this chapter are:

    9.1   Organizational Structure
    9.2   Capital Planning and Construction
    9.3   Maintenance, Operations, and Custodial Services
    9.4   Energy Management

A comprehensive facilities management program coordinates all the physical resources of a school system to ensure the most efficient and economical operation. The administration of the program must effectively integrate facilities planning with the other aspects of institutional planning including identified instructional priorities. To be effective, facility planners and managers need to be involved in the school system's strategic planning activities.

Well-planned facilities are based on the educational program and on accurate enrollment projections. The design process should have input from all stakeholders, including administrators, teachers, security specialists, parents, students, and the maintenance and operations staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program, and efficiently utilizes the school system's resource. Efficiencies and economy of management and operation are critical to ensuring that resources for direct instruction are maximized.

CHAPTER SUMMARY

Facilities management is the responsibility of the associate superintendent for finance and support services. Construction is led by a director of construction. Planning services, energy management, facilities operations, and related areas are managed by a director of facilities management services.

Contained within this chapter are commendations for actions and activity including the following:

- The division is commended for using four prototype school plans and developing a fifth, thus saving the division the cost of additional architectural fees for school design.

- The division is commended for developing, updating, and implementing a comprehensive, best practices capital improvement program designed to meet the rapid student enrollment increases, retrofit older facilities, and replace obsolete facilities.

- The division is commended for maintaining effective controls over change orders and controlling project costs.

- The division is commended for developing and implementing a 6-12-18 (6-year, 12-year, and 18-year intervals) major maintenance retrofitting program, and initiating a full lamp replacement program.

- The maintenance department is commended for exercising strong controls over the assignment of division vehicles.

- PWCS central administration is commended for making custodial staffing allocations to schools that are in compliance with the American School and University standards and are upheld through facility sanitation evaluations.

- Prince William County Schools' principals and custodial personnel are commended for maintaining clean and attractive facilities.

- The division is commended for implementing energy management actions and providing rebates to schools.

Recommendations contained in this chapter are focused on facilities planning and development, custodial services, and energy management program development. Among these recommendations are the following key suggestions that should assist the superintendent and School Board as they continue to consider all aspects of improving the school division:

- Reorganize the facilities division of PWCS and phase in an executive director to replace the two director positions.

- Review and update Policy 871 and other facilities-related provisions.

- Develop and implement a formalized system for periodically reviewing all building specifications with teaching and learning representatives, maintenance department and transportation representatives, school-level administrators, technology personnel, safety specialists, and others.

- Conduct a comprehensive facility evaluation of all facilities located within the current Independence Hill administrative complex and develop a plan for the future use of Building 51.

- Evaluate the assignment of building engineer positions to schools for the purpose of handling minor maintenance and minor preventative maintenance work, and as resources become available, expand services to elementary schools to a minimum of one day per week.

- Expand the SchoolDude facilities maintenance tracking system to permit the full electronic management of work orders including tracking materials used, inventory status, and the accounting system.

- Conduct a comprehensive review of responsibility for custodial services including the potential assignment of responsibilities to the facilities management department.

- Develop and implement an electronic substitute system for the deployment of personnel to substitute for absent custodians.

- Update and revise Policy 494, Energy Conservation, to reflect an integrated, divisionwide energy and resources management system.

- Establish the full coordination of all energy and resources management initiatives and develop a comprehensive division energy and resources management plan for the division.

9.1   *Organizational Structure*

Facilities use and management is organized within the finance and support services department and is led by an associate superintendent. The finance and support services department is organized into two primary departments or units with one related to facilities use and management and the second assigned to construction and planning services.

The department provides services to 55 elementary, 15 middle, 10 high, and seven special and alternative schools as well as central support facilities. Additionally, numerous facilities are under construction, being renovated/renewed, or at various planning stages. All work is guided by a division strategic plan and a related five-year budget planning process.

The division utilizes a student membership forecasting system that includes birth to kindergarten and cohort progression with projections developed on a county-wide grade-level basis as well as school-to-school by grade levels. Historically, projects have been accurate and provided reliable data for planning purposes. Enrollment projections for September 2006 were 70,134 with actual enrollment reaching 70,683 by January 2007.

The division manages schools through assigned principals with a wide range of authority through site-based management. This authority includes the employment and evaluation of custodial personnel and responsibility for school grounds management within a 50 foot radius of facilities.

As shown in **Exhibit 9-1**, direct report facilities personnel include two director positions with a total of 239 facilities-related employees shown.

EXHIBIT 9-1
ADMINISTRATIVE AND EDUCATIONAL SERVICES
ORGANIZATION
FEBRUARY 2007

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                          ┌─────────────────┐
                          │  Superintendent │
                          └────────┬────────┘
                          ┌────────┴────────┐
                          │ Associate Superintendent for │
                          │         Finance and           │
                          │      Support Services         │
                          └────────┬────────┘
            ┌──────────────────────┴──────────────────────┐
┌──────────────────────┐                      ┌──────────────────────┐
│    Director of       │                      │  Director of Facilities │
│  Construction and    │                      │  Management Services   │
│  Planning Services   │                      └──────────────────────┘
└──────────────────────┘                      ┌──────────────────────┐
┌──────────────────────┐                      │      Facilities       │
│   Supervisor of      │                      │ Administrator/Finance │
│     Planning         │                      │     Supervisor        │
└──────────────────────┘                      └──────────────────────┘
┌──────────────────────┐                      ┌──────────────────────┐
│ Supervisor of Land   │                      │ Energy Management     │
│  Acquisition & CIP   │                      │ Work Order Control    │
│     Planning         │                      │ Utilities             │
└──────────────────────┘                      │ Inventory Control     │
┌──────────────────────┐                      └──────────────────────┘
│  Project Managers    │   ┌──────────────┐   ┌──────────────────────┐
│       (8)            │   │  Facilities  │   │ Facilities Operations │
└──────────────────────┘   │ Engineering  │   │      Supervisor       │
                           │  Supervisor  │   └──────────────────────┘
                           └──────────────┘
                   ┌────────────────────────┐  ┌──────────────────────────┐
                   │ Capital Projects (4)    │  │ Structure & Grounds (55)   │
                   │ Environmental Services(5)│  │ HVAC (37)                 │
                   │ Engineering (2)         │  │ Building Engineer (37)     │
                   │ Roofing Shop (8)        │  │ Custodial Services (39)    │
                   └────────────────────────┘  │ Electrical & Mechanical(35)│
                                                └──────────────────────────┘
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Source: Prepared by MGT of America from PWCS records, 2007.

Within the facilities operations department, the structure and grounds unit's 55 employees include 19 assigned to roads and grounds, 14 the mowing shop, 16 the carpentry shop, and six paint shop.

Recent accomplishments include (but are not limited to):

- Through a comprehensive 10-year capital improvements plan coordinated with the board of county supervisors, since July 2005 four new elementary schools and one middle school have been constructed with another middle school scheduled to open in

September 2007. School renewals and renovations have been completed at more than eight schools and a transportation facility has been completed. A new administrative center is scheduled for 2008 with a 20 acre site already acquired.

- Implementing a 6-12-18-year minor renovation program for all schools and upgrading lighting at over 36 elementary schools and eight middle schools.

- Developed and implemented an energy awareness plan which has yielded $4.4 million in cost avoidance.

- Implemented and integrated pest management system eliminating nearly all use of pesticides.

- Implemented a Web-based work order system including providing related training.

Exhibit 9-2 shows survey data collected by the review team. As shown, PWCS receives very positive responses from central office administrators, principals, and teachers regarding school cleanliness and maintenance, and similarly positive responses for providing a healthy environment in which to teach, and buildings and grounds that are hazard fee.

EXHIBIT 9-2
BENCHMARK COMPARISONS
PART F: FACILITIES MAN/AGEMENT

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
Our school buildings provide a healthy environment in which to teach.	80/3	N/A	91/5	N/A	74/16	N/A
Our schools have sufficient space and facilities to support the instructional programs.	37/36	26/62	38/51	30/59	36/52	28/62
Our facilities are clean.	89/0	N/A	98/0	N/A	82/8	N/A
Our facilities are well maintained.	89/2	N/A	94/3	N/A	79/9	N/A
Our district plans facilities in advance to support growing enrollment.	75/10	N/A	65/23	N/A	44/30	N/A
Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	63/4	N/A	63/16	N/A	45/17	N/A
Our school buildings and grounds are free of hazards that can cause accidental injury.	74/3	N/A	89/3	N/A	75/9	N/A

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

Recommendations impacting organization of departmental units are reported in subsequent sections of this chapter.

FINDING

Facilities use and management is organized within the finance and support services department, led by an associate superintendent. The finance and support services department is organized into two primary departments or units with one related to facilities use and management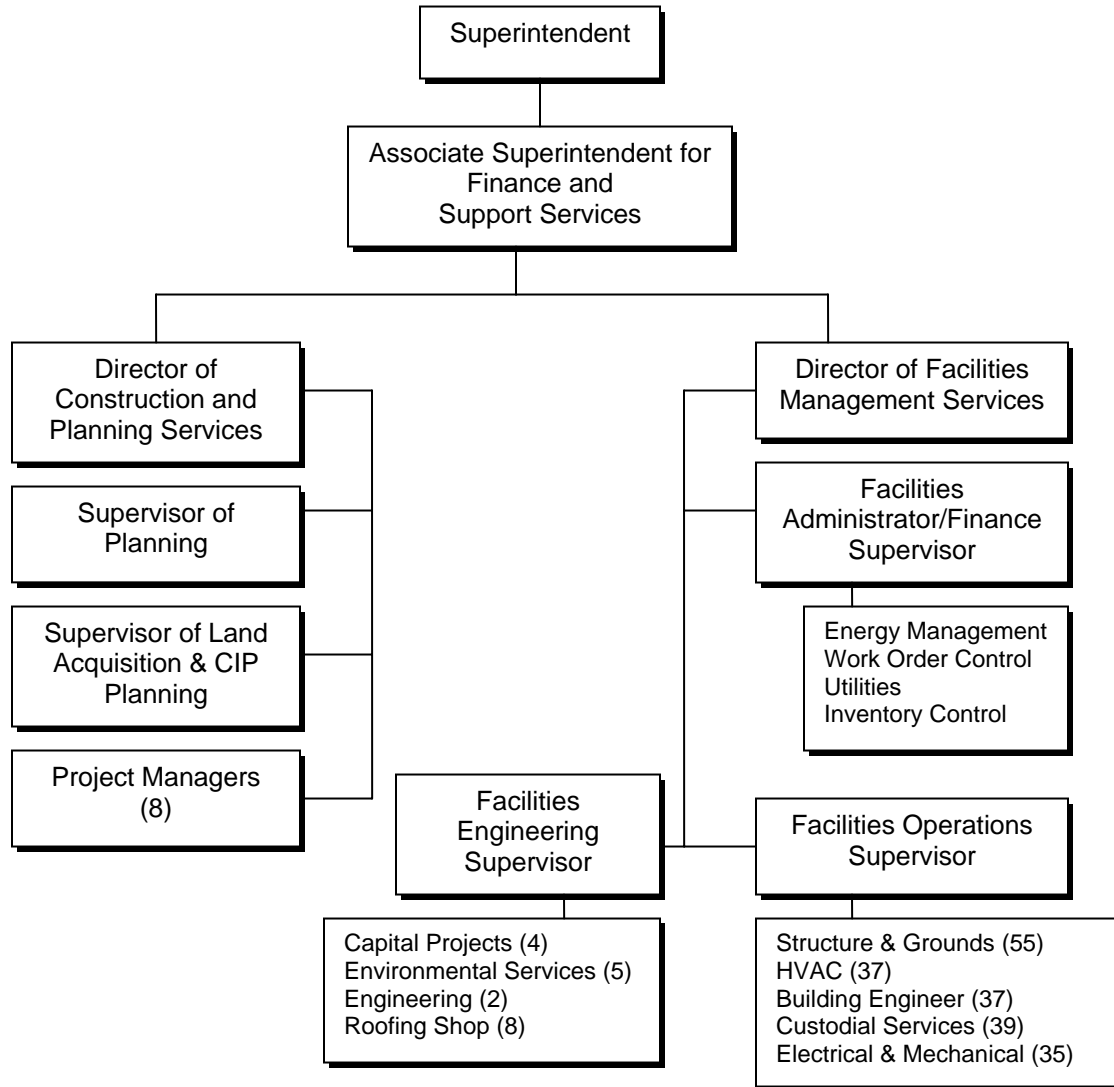 and the second assigned construction and planning services. It is unusual to separate facilities departmental functions in this manner as it can lead to miscommunications and difficulties in coordination of services.

The current situation in PWCS is satisfactory because the two directors responsible for facilities functions have a long and effective history of cooperation and collaboration. However, both individuals will be retiring within the next two years and continuing this effective relationship between the two facilities functions could be problematic. The first retirement is schedule to occur in October 2007.

A more effective organization pattern would involve bringing both the facilities use and management and the construction and planning services under one executive director position reporting to the associate superintendent.

RECOMMENDATION 9-1:

Reorganize the facilities division of PWCS and phase in an executive director to replace the two director positions.

Implementation of this recommendation should serve the purpose of ensuring effective continuity of facilities management and services for PWCS upon the retirement of the existing directors of the two primary functional areas.

FISCAL IMPACT

This recommendation, when implemented, could save the division a total of $185,899 annually. This savings is based on elimination of two director positions at salaries at $139,457 plus benefits of $51,599 for a total of $191,056 for each position or a total of $382,112 for two. The division could expend $143,223 plus benefits of $52,993 equaling $196,216 for an executive director position. Thus the savings of $382,112 minus cost of $196,216 produces a net annual savings of $185,899 or a five-year savings of $929,495.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Two Director Positions	$382,112	$382,112	$382,112	$382,112	$382,112
Employ an Executive Director Position	($196,216)	($196,216)	($196,216)	($196,216)	($196,216)
TOTAL	**$185,899**	**$185,899**	**$185,899**	**$185,899**	**$185,899**

9.2   Capital Planning and Construction

Planning for facilities represents one of the most important planning activities (other than curriculum and instruction) of a School Board and administration. A series of essential activities must be included in this process. Some of these activities are:

- The development of facilities specifications designed to be responsive to the educational needs of the students and related instructional programs.

- Designs that permit routine maintenance of equipment and buildings with minimal interruption of ongoing programs.

- Accurate student demographic information that assures that new facilities are located in appropriate areas of the school division and are designed to the optimum capacity.

- A clear understanding of the safety and security needs of the contemporary educational setting.

FINDING

The division currently owns four prototype school plans and is developing a fifth, thus saving the division the cost of additional architectural fees for school design.

Modifications of plans to conform to updated specifications are conducted internally, further reducing planning costs. The use of owner prototype plans also permits the division to expedite construction timelines, thus minimizing increased costs often experienced due to increases in materials and labor.

As a result of the use of prototype plans and other actions the division has met its Strategic Plan Goal 2, to complete 99 percent of projects on time.

COMMENDATION 9-A:

The division is commended for using four prototype school plans and developing a fifth, thus saving the division the cost of additional architectural fees for school design.

FINDING

The division has developed and is implementing a comprehensive, best practices capital improvement program designed to meet the rapid student enrollment increases, retrofit older facilities, and replace obsolete facilities. The capital projects funding plan is rolled out 10 years and provides estimates of future debt service amounts and estimated fiscal impact on the operating budget.

The plan has been developed in collaboration with the county board of supervisors and their administration. Overall, the division has been able to develop projects within the

prescribed timelines and maintain costs within overall budget projections. As shown previously in **Exhibit 9-2,** when asked to respond to the statement *Our schools have sufficient space and facilities to support the instructional programs.* PWCS' teachers responded more positively than did their counterparts in other districts/ divisions. However, this was not the response pattern for central office administrators.

The current updated plan covers the period 2008–17 and is designed to be amended each year to ensure that it accurately reflects defined needs. The current plan includes:

- Construction of 15 new schools.

- School site acquisition.

- Construction of additions at 21 schools.

- Renewals of existing schools.

- Major maintenance projects consistent with a goal of providing defined upgrades at building ages six, 12 and 18 years.

COMMENDATION 9-B:

The division is commended for developing, updating, and implementing a comprehensive, best practices capital improvement program designed to meet the rapid student enrollment increases, retrofit older facilities, and replace obsolete facilities.

FINDING

Strategic Plan Goal 2 related to controlling project costs has as a stated objective to maintain change orders on 95 percent of construction projects not to exceed two percent of the project cost. For fiscal years 2001 through 2006 the division has been in compliance with this goal at the 100 percent level.

A review of 38 recent projects shows that 30 of the projects were brought in at below, meeting or barely exceeding the estimations and bid award levels. The total number of change orders for projects ranged from none to a high of 16. A total of 163 change orders for the 38 projects yields an average of 4.3 per project.

A review of the causes for change orders reflected increase in scope of work, HVAC modifications, and other unanticipated costs reasonably associated with renovation/ renewal projects.

Overall, the division does an excellent job of controlling costs and managing change orders.

COMMENDATION 9-C:

The division is commended for maintaining effective controls over change orders and controlling project costs.

FINDING

School Board policy 871, Capital Improvement Plans, was reviewed and revised in June 1993 and does not reflect the division's current practices.

The policy states that the School Board shall establish and adopt a Six-Year Capital Improvements Plan for school division growth. In reality, the School Board and administrative staff far exceed this in their development and adoption of the Capital Improvements Program – Fiscal Years 2007-16.

As the policy manual is updated as recommended in Chapter 2.0 of this report, attention needs to be given to reviewing and updating facilities' related provisions.

RECOMMENDATION 9-2:

Review and update Policy 871 and other facilities-related provisions.

Implementation of this recommendation should result in aligning policy provisions with current, acceptable administrative practices and ensure that policies are consistent with Commonwealth code and other controlling requirements.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost and with existing resources. Implementation can involve approximately six hours of facilities administrator's time and approximately two hours of clerical time. All work should be forwarded to the administrative office assigned responsibility for overall policy updating and coordination.

FINDING

Personnel in the department of construction and planning services report that they meet with various other department and school-level personnel from time-to-time as they develop updated facility specifications; however, no specific institutionalized procedures are employed and feedback from various other departments and principals was inconsistent.

Best practices suggest that an organized, scheduled review of facilities specifications for each project should occur prior to establishment of the actual cost estimates and publishing of a request for bids. Consultant noted some change orders were based on changes requested by principals and other program and technical personnel.

RECOMMENDATION 9-3:

Develop and implement a formalized system for periodically reviewing all building specifications with teaching and learning representatives, maintenance department and transportation representatives, school-level administrators, technology personnel, safety specialists, and others.

The implementation of this recommendation should result in a formalized system for periodically reviewing all building specifications with teaching and learning representatives, maintenance department and transportation representatives, school-level administrators, technology personnel, safety specialists, and others to ensure that all aspects are meeting current needs through a systematic review and input.

The current director of the department has established a long-term relationship with many personnel throughout the division and this effective relationship has permitted ease of incorporating needed changes. However, the director, a veteran of many years, is nearing retirement and institutionalizing certain procedures should ensure an eventual smooth transition in leadership.

Conducting this review should contribute to a further reduction in change orders and provide additional information for planning modifications to prototype plans and planning for renovations and renewal activity.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost with existing resources. The actual development and implementation of the system should require approximately 12 hours of administrative time and four hours of clerical time to prepare a draft for review and approval by the senior staff. Review and approval by senior staff should take no longer than two hours for each member and one meeting of the group. Time involved in implementation of the process can not be estimated until a process is developed.

FINDING

The division has acquired a 20-acre site for the 2008 construction of a proposed new central office building; however, no determination has been made as to the future use of the current Building 51 (containing the superintendent and Board offices as well as numerous other support functions).

The current central office is situated in a well-maintained Building 51 within the Independence Hill administrative complex. All other buildings are either relocatables, World War II two-story barracks and single story cottages, and other very old structures in questionable condition and resulting in high maintenance and custodial needs.

A comprehensive examination of all Independence Hill facilities and use is needed prior to the completion of the new administrative building.

RECOMMENDATION 9-4:

Conduct a comprehensive facility evaluation of all facilities located within the current Independence Hill administrative complex and develop a plan for the future use of Building 51.

The implementation of this recommendation should result in a full review of all buildings and their use. As a result specific priorities should be established for the on-going use of Building 51 following the completion of the new central office facility.

Priorities to guide the determination of functions to be assigned to Building 51 should include building safety issues and specific potential cost savings data relative to abandoning selected older buildings.

Implementation of this recommendation should then result in a detailed plan for the utilization of Building 51 and all other Independence Hill facilities.

FISCAL IMPACT

This recommendation can be accomplished at no additional cost and with existing resources. The superintendent should direct the facilities senior staff to conduct the review and prepare the report for senior staff review and approval. The estimated time for report preparation is 36 administrative hours and eight clerical hours. Review by the senior staff should take a minimum of three meetings and approximately four additional hours for each senior staff member.

9.3 *Maintenance, Operations, and Custodial Services*

The proper maintenance and custodial/grounds services of facilities is critical to ensuring support for an effective instructional program. Research has shown that appropriate heating and cooling levels, building and room appearances, condition of rest rooms and other facilities, as well as safety concerns, all impact how students and faculty/staff are able to carry out their respective responsibilities. Ineffective or inadequate maintenance and cleaning provisions have proven to lead to increased costs of facility operations by shortening the useful life span of equipment and buildings.

Many school systems have adopted rigorous preventive maintenance programs and maintain a record of the performance of equipment and the costs of regular maintenance against which they measure the effectiveness of programs.

FINDING

The division is developing and implementing a 6-12-18 (six-year, 12-year, and 18-year intervals) facilities major maintenance retrofitting program to ensure the maximum useful life of school facilities. Additionally, the division has initiated a full lamp replacement program.

The program includes scheduled floor covering replacement, electrical upgrades, roofing, windows and doors, HVAC systems, and many other facilities related needs. The division has initiated a full lamp replacement program for schools and completely

upgraded the lighting system in one elementary school over a single weekend in the 2006-07 school year, prior to the consultants' on-site review.

The six-year maintenance cycle involves the following typical activities:

- Carpet replacement.

- Painting of hallways, school offices, exterior doors, and kitchens.

- Seal coat parking lots and paved areas and repaint.

- Update HVAC control systems and validate sequence of operations and calibrations.

- Repair concrete sidewalks and curbs.

- Clean and repair all storm drains.

- Repair fencing.

- Perform shutdown of electrical system and preventive maintenance.

- Inspect and repair pipe insulation.

- Trim trees and remove dead trees and replace landscaping as needed.

- Inspect, repair and update electronic systems (fire alarms, security alarms, cable TV).

- Relamp all cafeteria, auditorium, gymnasium, and parking lot fixtures.

The 12-year maintenance cycle involves the following typical activities:

- Paint entire exterior and interior of building.

- Re-key all doors.

- Repave parking lot and paved areas including tennis courts.

- Repair or replace fencing including backstops.

- Replace all regulatory and directional signs.

- Replace carpet.

- Update food service equipment as needed.

- Perform major repairs to roof flashing and coatings.

- Update plumbing fixtures as needed.

- Update electrical service as needed.

- Update HVAC control systems and validate sequence of operations and calibrations.

- Perform major service rebuild of chillers.

- Update boiler burner controls.

- Relamp all cafeteria, auditorium, gymnasium, and parking lot fixtures.

- Inspect, repair and replace as needed stage lighting and curtains.

- Clean HVAC ductwork.

The 18-year maintenance cycle involves repeating the six-year program.

COMMENDATION 9-D:

The division is commended for developing and implementing a 6-12-18 (6-year, 12-year, and 18-year intervals) major maintenance retrofitting program, and initiating a full lamp replacement program.

FINDING

Only eight vehicles have been assigned to facilities management services department employees and those employees must reside in Prince William County.

Department vehicles are only assigned to the director, supervisor, building engineer coordinator, custodial coordinator, two building engineer crew chiefs, and two HVAC foremen. Vehicle use logs are maintained. Other employees who may be called out after regular work hours are provided compensation for additional travel time and can pickup division vehicles, if needed, at the appropriate compound.

This system for assigning and tracking vehicles minimizes opportunities for improper use of division vehicles and extends the useable life span of unassigned equipment.

COMMENDATION 9-E:

The maintenance department is commended for exercising strong controls over the assignment of division vehicles.

FINDING

Building engineer positions are assigned to schools for the purpose of handling minor maintenance and minor preventative maintenance work; however, only ½ day per week is dedicated to each elementary school.

Of the 37 positions approximately 5.5 positions serve the 55 elementary schools. MGT consultants have considerable experience with the concept of providing minor maintenance/preventative maintenance services assigned to individual schools. The assignment of services on a fractional day basis is not the most efficient system since it requires personnel to travel between at least two facilities within a single workday. This plus lost time for start-up and quitting times minimizes the effectiveness of the program.

MGT consultants believe that greater program effectiveness can be achieved by assigning building engineers to school facilities a minimum of one full work day per week to ensure reducing lost time.

RECOMMENDATION 9-5:

Evaluate the assignment of building engineer positions to schools for the purpose of handling minor maintenance and minor preventative maintenance work and as resources become available expand services to elementary schools to a minimum of one day per week.

Implementation of this recommendation should result in increasing minor and preventative maintenance service to elementary schools and, ultimately, reduce the cost of the 6-12-18 program. Additionally, assignment of a building engineer to a school for a full day rather than ½ day as is the current practice should further increase employee productivity by elimination of the travel time to or from another school on the same day and elimination of one start-up, shut-down per day. This represents a best practice in more efficient use of employee time.

FISCAL IMPACT

Time to complete the review and prepare a report is estimated to be 12 administrative hours and three clerical hours. This recommendation, when implemented, could cost the division a total of $270,148 annually. This cost is based on employment of five building engineers placed at mid-point on salary schedule Grades 5 and 7. Grade 5 at $33,360 plus benefits of $11.396 equaling $44,756 times two positions equals $89,512. Grade 7 at $44,880 plus benefits of $15,332 equaling $60,212 times three positions equals $180,636. The five-year cost could be $1,350,740

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ two Grade 5 Building Engineers	($89,512)	($89,512)	($89,512)	($89,512)	($89,512)
Employ three Grade 7 Building Engineers	(180,636)	(180,636)	(180,636)	(180,636)	(180,636)
TOTAL	**($270,148)**	**($270,148)**	**($270,148)**	**($270,148)**	**($270,148)**

FINDING

The division utilizes SchoolDude programming to provide for schools to submit on-line work order requests; however, the work order tracking software is not tied to the accounting system or a materials inventory system.

The SchoolDude facilities maintenance tracking system can permit the full electronic management of work orders including tracking materials used, inventory status, and the accounting system and represents a state-of-the-art system for streamlining work order processing and functional accounting of materials and labor costs.

Discussions with principals revealed that many do not know the status of submitted work orders and do not become aware of budget implications until long after the work is completed.

Effective use of the system should permit the division a long-range goal of eliminating the maintenance warehousing function and moving to on-time daily purchasing. However, a transition to such a system that permits the elimination of a warehousing function requires considerable advance planning that addresses suppliers' capabilities, logistics associated with timely delivery of necessary supplies and equipment, utilization of current inventory, and expansion of the current SchoolDude system.

RECOMMENDATION 9-6:

Expand the SchoolDude facilities maintenance tracking system to permit the full electronic management of work orders including tracking materials used, inventory status, and the accounting system.

Implementation of this recommendation should have the immediate effect of expanding the current SchoolDude system to facilitate including tracking materials used, inventory status and tying the accounting system to all work orders. Additionally, this system should provide principals on-line access to the cost data as well as the status of submitted work orders.

Effective use of the system should permit the division a long-range goal of eliminating the maintenance warehousing function and moving to on-time daily purchasing. However, a transition to such a system that permits the elimination of a warehousing function requires considerable advance planning that addresses suppliers' capabilities, logistics associated with timely delivery of necessary supplies and equipment, utilization of current inventory, and expansion of the current SchoolDude system.

Accomplishment of this recommendation should be completed by the beginning of the 2008-09 fiscal year.

FISCAL IMPACT

The estimated cost of implementing this recommendation can be obtained by the division developing the complete specifications and submitting them to SchoolDude for a firm quote for the services. Preparation of the specification should take approximately 12 administrative hours and three clerical hours.

FINDING

The facilities management services department prepares custodial staffing recommendations based upon Clemson University's Custodial Staffing and Standards resulting in providing allocations to principals representing best practices in the industry. Furthermore, comprehensive facility sanitation evaluations are conducted.

Site-based management criteria permit the principals wide latitude in determining how many custodians are employed and their respective work assignments. However, the division has developed a quality assurance program which includes a comprehensive score card, an in-house training program, and a five-person staff to implement the program. Clearly stated standards are provided all personnel and random inspections of schools are conducted. Due to the subjective nature of an inspection, statistical studies are performed comparing quality assurance evaluation results to teacher/staff satisfaction survey results.

COMMENDATION 9-F:

PWCS is commended for making custodial staffing allocations to schools that are in compliance with the American School and University standards and are upheld through facility sanitation evaluations.

FINDING

MGT consultants visited Prince William County schools and other facilities. Without exception, floors were clean and appropriately finished and there was clear evidence of efforts to minimize graffiti and other signs of vandalism. Restrooms were sanitized, drinking fountains clean, and there was evidence of annual cleaning of hard-to-reach areas.

When visited during the evening work hours, custodial personnel were courteous and helpful to the MGT consultants and readily made all closets, storage areas, and classrooms available for inspection.

Consultants visiting 15 of the schools completed detailed walkabout checklists to guide their review. **Exhibit 9-3** shows the summary checklist used for 15 of the schools visited by the on-site review team.

**EXHIBIT 9-3
FACILITIES SUMMARY CHECKLIST**

ITEM	EVALUATION (SCALE OF 1-5 WITH 5 BEST SCORE)	COMMENT/OBSERVATION (Note date & time of day)
Overall exterior appearance		
Overall interior appearance – no peeling paint, etc.		
Overall cleanliness of interior		
Restroom – overall cleanliness, no odors, etc.		
Flooring - clean		
Lighting – bulbs out, etc.		
Windows – clean, broken, etc.		
Emergency entrances marked		
Fire extinguishers evident & current		
Custodial closets clean		
Electrical rooms with no flammable materials		
Principal or designee satisfied with maintenance?		
Principal or designee satisfied with custodial services?		
Other observations -		

Source: Prepared by MGT of America, February 2007.

Exhibit 9-2 (previously shown) shows very positive responses from teachers regarding school cleanliness and similarly high responses for providing a healthy environment in which to teach, and buildings and grounds that are hazard fee.

COMMENDATION 9-G:

Prince William County Schools' principals and custodial personnel are commended for maintaining clean and attractive facilities.

FINDING

Principals are assigned primary responsibility for employment, placement, and supervision of custodial personnel. Interviews with principals reveal that some are satisfied with the present arrangement while others believe it could be organized to permit the principal to more fully focus on instructional-related issues.

An examination of the custodial services situation reveals the following:

- Principals are responsible for the employment, placement (scheduling), and evaluation of custodial personnel.

- Principals are provided budgets for custodial personnel staffing based on the American School and University standards; however,

> not all schools are staffed to those standards since some principals shift funds to other purposes.

- Principals provide some training.

- Principals or designees order supplies from the central office or other suppliers.

- Most custodial supplies are delivered by warehouse personnel (courier), however, sometimes supplies are inadequate to meet demand and the principals must locate needed goods.

Principals, overall, report that they are satisfied with their assigned responsibilities for custodial services. However, MGT consultants believe that centralization of custodial services could provide principals with more time to focus on improving instruction and instructional related matters (see Chapter 2.0) **Recommendation 2-19:** Consider (study) redefining site-based management responsibilities of principals to exclude functions that can be managed at the division-level with greater efficiency, as a strategy for permitting principals more time to focus on their primary role of instructional management and improvement.

Ultimately the division must make the final determination.

RECOMMENDATION 9-7:

Conduct a comprehensive review of responsibility for custodial services including the potential assignment of responsibilities to the facilities management department.

Implementation of this recommendation should result in the examination of the principals' custodial services responsibilities and the potential assignment of primary custodial services coordination and oversight to the facilities management services department. This could result in the employment of area custodial coordinators responsible for both custodial and grounds services.

These coordinators could be assigned the following responsibilities:

- Employment and placement of custodial personnel after consulting with individual principals.

- Training of all custodial and other assigned personnel.

- Performance review of all assigned personnel.

- Ensure that all appropriate supplies and materials are available and dispatched to facilities as needed.

- Assume responsibility for the grounds crews and assist with the moving of furniture and other equipment as needed.

- Coordinate, in collaboration with the operations, administration/ finance, and engineering supervisors, maintenance, energy management, and preventative maintenance.

This recommendation should be implemented during the 2007-08 school year.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division and with existing resources since it is a review of current practices and development of a final determination on the overall coordination of custodial services. The review should take an estimated 24 hours of administrative time and four hours of clerical time.

FINDING

Interviews with principals and other school-level and central office personnel reveals frustration with the processes in obtaining substitute custodians when the need arises and results in additional work for the person assigned the responsibility for procuring substitutes.

The task of employing substitutes is assigned to school-level personnel by the building principals. This may be the assigned duties for a secretary, assistant principal, teacher on administrative assignment, or the principal may assume the responsibility.

Some school districts in the United States are now implementing electronic substitute notification and placement systems as a measure to reduce time spent on such activity by school-based or central office personnel. One such district that has extensive experience with a system that is used for a variety of types of substitute positions (food service, teachers, custodial) is Escambia District Public Schools, Pensacola, Florida.

When MGT reviewed Escambia's human resources department, the employee services section coordinated a model recruitment, training and deployment of substitute teachers throughout the district. Training of new substitutes was scheduled weekly and daily assignment of substitutes accomplished through an automated Substitute Employee Management System (SEMS). While this system is designed for teacher substitutes, an adaptation could be applied for other personnel.

RECOMMENDATION 9-8:

Develop and implement an electronic substitute system for the deployment of personnel to substitute for absent custodians.

Implementation of this recommendation could result in the establishment of an electronic, on-line system for deploying custodial substitutes to schools and other assignments. Development of this system could lead to its use for other applications including food services and instructional personnel temporary replacements.

This should reduce time spent on procurement of substitutes by school-based personnel or central office staff if the implementation of **Recommendation 9-6** results in the reassignment of custodial oversight responsibilities.

Fiscal, planning, and training requirements would make it impractical to implement this recommendation prior to the 2008-09 fiscal year.

FISCAL IMPACT

The cost of this recommendation cannot be estimated without detailed specifications for employing, training, and assigning custodians as substitutes and determining the cost of modifying essential software.

9.4 Energy Management

With the advent of increased costs for fuel to provide energy for HVAC systems, transportation vehicles, food service operations, and other related activities, school systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the Board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or improvement in the performance of energy consuming equipment.

Energy management methods range from sophisticated, centralized, computer controls over HVAC systems and other energy consumption devices to simple manual procedures for turning thermostats down and lights off during periods of minimal building or room utilization.

FINDING

Utility cost tracking programs and energy management actions have resulted in substantial savings with a portion of the savings, 50 percent, rebated to schools as incentives for participation.

2006 rebates totaled in excess of $103,000. Overall, $4.7 million has been saved to date with an estimated $2.2 million paid out to schools.

COMMENDATION 9-H:

The division is commended for implementing energy management actions and providing incentive rebates to schools.

FINDING

Policy 494, Energy Conservation, states *In order to promote the conservation of energy, the use of electrical power, fossil fuels, water or other resources shall be monitored to ensure efficient use.* The policy fails to direct the administration regarding the

establishment of protocols designed to facilitate greater efficiencies or effectively integrate modern technologies within an overall program.

An energy management program was developed in 1994 with baseline energy consumption established for each utility at each location. Principals were provided one-half of any annual savings as calculated from the baseline data. This program focused on electric energy consumption and has resulted in an estimated $4.2 million in savings (cost avoidance). However, policy support for implementing a broad-based system-wide program has not developed.

RECOMMENDATION 9-9:

Update and revise Policy 494, Energy Conservation, to reflect an integrated, divisionwide energy and resources management system.

Implementation of this recommendation should result in a policy that establishes the overall parameters for an integrated, divisionwide energy and resources management system. A consequence should be supporting the development of greater energy savings and a district-wide conservation of all consumable resources.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to the division. Implementation can involve approximately six hours of facilities administrator's time and approximately two hours of clerical time. All work should be forwarded to the administrative office assigned responsibility for overall policy updating and coordination.

FINDING

The energy management program that was developed in 1994 focuses on electric energy consumption and has resulted in an estimated $4.2 million in savings (cost avoidance). No evidence of a comprehensive program, systematically coordinated and involving HVAC controls, timers, recycling, and the many other options exists.

A well developed PowerPoint presentation reviewed with consultants by the division's facilities management specialist contains elements of a comprehensive program (reflecting the 1994 developments) but does not carry the concept to the next level of sophistication.

RECOMMENDATION 9-10:

Establish the full coordination of all energy and resources management initiatives and develop a comprehensive division energy and resources management plan for the division.

Implementation of this recommendation should result in the establishment of a comprehensive, divisionwide resources management program.

The existing energy management office should be assigned overall coordination responsibilities and should proceed to develop for executive and Board review a proposed program that is required on a divisionwide basis. This program should incorporate current strategies and activities along with methodologies.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to the division. Implementation can involve approximately 60 hours of facilities administrator's time to reorganize the office and develop the plan and approximately 12 hours of clerical time.

10.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

10.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and first-hand observations in Prince William County Schools (PWCS), the MGT team developed 48 commendations and 78 recommendations in this report. Eighteen (18) recommendations have fiscal implications.

As shown below in **Exhibit 10-1**, full implementation of the recommendations in this report would generate a gross savings of more than $7 million over five years, with a net cost of approximately $5.8 million. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2006-07 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 10-1 shows the total costs and savings for all recommendations.

EXHIBIT 10-1
SUMMARY OF ANNUAL SAVINGS AND COSTS

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12	
TOTAL SAVINGS	$1,339,307	$1,460,107	$1,460,107	$1,460,107	$1,460,107	$7,179,735
TOTAL (COSTS)	($1,211,634)	($1,200,234)	($1,200,234)	($1,204,234)	($1,049,015)	($5,865,351)
TOTAL NET SAVINGS (COSTS)	$127,673	$259,873	$259,873	$255,873	$411,092	$1,314,384
ONE-TIME SAVINGS (COSTS)						($87,570)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$1,226,814

Exhibit 10-2 provides a chapter by chapter summary for all costs and savings. **Exhibit 10-3** and **Exhibit 10-4** provide costs and savings by operating and capital funds.

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency of Prince William County Schools are contained in Chapters 2.0 through 9.0.

MGT recommends that PWCS give each of these recommendations serious consideration, develop a plan to proceed with implementation, and develop a system to monitor subsequent progress.

EXHIBIT 10-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 2: DIVISION ADMINISTRATION								
2-1	Purchase One Small, Lockable Fire-Rated Safe-Box	$0	$0	$0	$0	$0	$0	($70)
2-5	Eliminate Deputy Clerk Position	$74,216	$74,216	$74,216	$74,216	$74,216	$371,080	$0
2-6	Purchase Policy Update Service from VSBA	($3,480)	($3,480)	($3,480)	($3,480)	($3,480)	($17,400)	$0
2-8	Employ A Paralegal Position	($95,900)	($95,900)	($95,900)	($95,900)	($95,900)	($479,500)	$0
2-8	Reduce Cost Of Outside Firm	$50,000	$140,000	$140,000	$140,000	$140,000	$610,000	$0
2-12	Employ One Area Associate Superintendent Position	($196,219)	($196,219)	($196,219)	($196,219)	($45,000)	($829,876)	$0
2-12	Employ one Executive Secretary II Position	($48,338)	($48,338)	($48,338)	($48,338)	($48,338)	($241,690)	$0
2-12	Equip Office	$0	$0	$0	$0	$0	$0	($15,500)
2-17	Six Principal Stipends	$0	$0	$0	$0	$0	$0	($30,000)
2-17	Document Production	$0	$0	$0	$0	$0	$0	($6,000)
2-18	Nine Principal Stipends	$0	$0	$0	$0	$0	$0	($45,000)
2-18	Ten Days University Consulting Services	$0	$0	$0	$0	$0	$0	($25,000)
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		**($219,721)**	**($129,721)**	**($129,721)**	**($129,721)**	**$21,498**	**($587,386)**	**($121,570)**
CHAPTER 4: EDUCATIONAL SERVICE DELIVERY								
4-2	Reassign the Nineteen Instructional Support Team Teachers to the Classroom	$714,172	$714,172	$714,172	$714,172	$714,172	$3,570,860	$0
4-5	Employ One Director Position	($124,215)	($124,215)	($124,215)	($124,215)	($124,215)	($621,075)	$0
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		**$589,957**	**$589,957**	**$589,957**	**$589,957**	**$589,957**	**$2,949,785**	**$0**
CHAPTER 5: HUMAN RESOURCES								
5-2	Purchase Automated Substitute System	($46,400)	($39,000)	($39,000)	($39,000)	($39,000)	($202,400)	$0
5-2	Personnel Cost Savings	$13,471	$13,471	$13,471	$13,471	$13,471	$67,355	$0
5-6	Create an Equity and Compliance Position	($104,028)	($104,028)	($104,028)	($104,028)	($104,028)	($520,140)	$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)		**($136,957)**	**($129,557)**	**($129,557)**	**($129,557)**	**($129,557)**	**($655,185)**	**$0**
CHAPTER 6: TRANSPORTATION								
6-3	Sell 22 Excess Buses	$0	$0	$0	$0	$0	$0	$44,000
6-3	Reduced Annual Maintenance Costs	$0	$30,800	$30,800	$30,800	$30,800	$123,200	$0
6-5	Hire Two Parts Clerks	($87,690)	($87,690)	($87,690)	($87,690)	($87,690)	($438,450)	$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		**($87,690)**	**($56,890)**	**($56,890)**	**($56,890)**	**($56,890)**	**($315,250)**	**$44,000**

EXHIBIT 10-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 7: TECHNOLOGY MANAGEMENT							
7-6 Software Licensing (approx.)	($35,000)	($35,000)	($35,000)	($35,000)	($35,000)	($175,000)	$0
7-6 Hardware (server)	($4,000)	$0	$0	($4,000)	$0	($8,000)	$0
7-6 Installation (80 hrs @ $125/hr)	$0	$0	$0	$0	$0	$0	($10,000)
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)	($39,000)	($35,000)	($35,000)	($39,000)	($35,000)	($183,000)	($10,000)
CHAPTER 8: FOOD SERVICE MANAGEMENT							
8-4 Purchase and Use Bill and Coin Counters at PWCS High Schools	$0	$0	$0	$0	$0	$0	($4,600)
8-10 Shift Food Service Hours to Ensure Meals Per Labor Hour are at Benchmark Levels	$105,336	$105,336	$105,336	$105,336	$105,336	$526,680	$0
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)	$105,336	$105,336	$105,336	$105,336	$105,336	$526,680	($4,600)
CHAPTER 9: FACILITIES USE AND MANAGEMENT							
9-1 Eliminate 2 Director Positions	$382,112	$382,112	$382,112	$382,112	$382,112	$1,910,560	$0
9-1 Employ an Executive Director Position	($196,216)	($196,216)	($196,216)	($196,216)	($196,216)	($981,080)	$0
9-5 Employ two Grade 5 Building Engineers	($89,512)	($89,512)	($89,512)	($89,512)	($89,512)	($447,560)	$0
9-5 Employ three Grade 7 Building Engineers	($180,636)	($180,636)	($180,636)	($180,636)	($180,636)	($903,180)	$0
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)	($84,252)	($84,252)	($84,252)	($84,252)	($84,252)	($421,260)	$0
TOTAL SAVINGS	$1,339,307	$1,460,107	$1,460,107	$1,460,107	$1,460,107	$7,179,735	$44,000
TOTAL (COSTS)	($1,211,634)	($1,200,234)	($1,200,234)	($1,204,234)	($1,049,015)	($5,865,351)	($131,570)
TOTAL NET SAVINGS (COSTS)	$127,673	$259,873	$259,873	$255,873	$411,092	$1,314,384	($87,570)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						$1,226,814	

EXHIBIT 10-3
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 2: DIVISION ADMINISTRATION								
2-1	Purchase One Small, Lockable Fire-Rated Safe-Box	$0	$0	$0	$0	$0	$0	($70)
2-5	Eliminate Deputy Clerk Position	$74,216	$74,216	$74,216	$74,216	$74,216	$371,080	$0
2-6	Purchase Policy Update Service from VSBA	($3,480)	($3,480)	($3,480)	($3,480)	($3,480)	($17,400)	$0
2-8	Employ A Paralegal Position	($95,900)	($95,900)	($95,900)	($95,900)	($95,900)	($479,500)	$0
2-8	Reduce Cost Of Outside Firm	$50,000	$140,000	$140,000	$140,000	$140,000	$610,000	$0
2-12	Employ One Area Associate Superintendent Position	($196,219)	($196,219)	($196,219)	($196,219)	($45,000)	($829,876)	$0
2-12	Employ one Executive Secretary II Position	($48,338)	($48,338)	($48,338)	($48,338)	($48,338)	($241,690)	$0
2-12	Equip office	$0	$0	$0	$0	$0	$0	($15,500)
2-17	Six Principal Stipends	$0	$0	$0	$0	$0	$0	($30,000)
2-17	Document Production	$0	$0	$0	$0	$0	$0	($6,000)
2-18	Nine Principal Stipends	$0	$0	$0	$0	$0	$0	($45,000)
2-18	Ten Days University Consulting Services	$0	$0	$0	$0	$0	$0	($25,000)
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		**($219,721)**	**($129,721)**	**($129,721)**	**($129,721)**	**$21,498**	**($587,386)**	**($121,570)**
CHAPTER 4: EDUCATIONAL SERVICE DELIVERY								
4-2	Reassign the Nineteen Instructional Support Team Teachers to the Classroom	$714,172	$714,172	$714,172	$714,172	$714,172	$3,570,860	$0
4-5	Employ One Director Position	($124,215)	($124,215)	($124,215)	($124,215)	($124,215)	($621,075)	$0
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		**$589,957**	**$589,957**	**$589,957**	**$589,957**	**$589,957**	**$2,949,785**	**$0**
CHAPTER 5: HUMAN RESOURCES								
5-2	Personnel Cost Savings	$13,471	$13,471	$13,471	$13,471	$13,471	$67,355	$0
5-6	Create an Equity and Compliance Position	($104,028)	($104,028)	($104,028)	($104,028)	($104,028)	($520,140)	$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)		**($90,557)**	**($90,557)**	**($90,557)**	**($90,557)**	**($90,557)**	**($452,785)**	**$0**
CHAPTER 6: TRANSPORTATION								
6-3	Reduced Annual Maintenance Costs	$0	$30,800	$30,800	$30,800	$30,800	$123,200	$0
6-5	Hire Two Parts Clerks	($87,690)	($87,690)	($87,690)	($87,690)	($87,690)	($438,450)	$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		**($87,690)**	**($56,890)**	**($56,890)**	**($56,890)**	**($56,890)**	**($315,250)**	**$0**
CHAPTER 7: TECHNOLOGY MANAGEMENT								
7-6	Software Licensing (approx.)	($35,000)	($35,000)	($35,000)	($35,000)	($35,000)	($175,000)	$0
7-6	Installation (80 hrs @ $125/hr)	$0	$0	$0	$0	$0	$0	($10,000)
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		**($35,000)**	**($35,000)**	**($35,000)**	**($35,000)**	**($35,000)**	**($175,000)**	**($10,000)**

EXHIBIT 10-3 (Continued)
SUMMARY OF POTENTIAL OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 8: FOOD SERVICE MANAGEMENT								
8-4	Purchase and Use Bill and Coin Counters at PWCS High Schools	$0	$0	$0	$0	$0	$0	($4,600)
8-10	Shift Food Service Hours to Ensure Meals Per Labor Hour are at Benchmark Levels	$105,336	$105,336	$105,336	$105,336	$105,336	$526,680	$0
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		**$105,336**	**$105,336**	**$105,336**	**$105,336**	**$105,336**	**$526,680**	**($4,600)**
CHAPTER 9: FACILITIES USE AND MANAGEMENT								
9-1	Eliminate 2 Director Positions	$382,112	$382,112	$382,112	$382,112	$382,112	$1,910,560	$0
9-1	Employ an Executive Director Position	($196,216)	($196,216)	($196,216)	($196,216)	($196,216)	($981,080)	$0
9-5	Employ two Grade 5 Building Engineers	($89,512)	($89,512)	($89,512)	($89,512)	($89,512)	($447,560)	$0
9-5	Employ three Grade 7 Building Engineers	($180,636)	($180,636)	($180,636)	($180,636)	($180,636)	($903,180)	$0
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		**($84,252)**	**($84,252)**	**($84,252)**	**($84,252)**	**($84,252)**	**($421,260)**	**$0**
TOTAL SAVINGS		**$1,339,307**	**$1,460,107**	**$1,460,107**	**$1,460,107**	**$1,460,107**	**$7,179,735**	**$0**
TOTAL (COSTS)		**($1,161,234)**	**($1,161,234)**	**($1,161,234)**	**($1,161,234)**	**($1,010,015)**	**($5,654,951)**	**($136,170)**
TOTAL NET SAVINGS (COSTS)		**$178,073**	**$298,873**	**$298,873**	**$298,873**	**$450,092**	**$1,524,784**	**($136,170)**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							**$1,388,614**	

EXHIBIT 10-4
SUMMARY OF POTENTIAL CAPITAL FUND SAVINGS (COSTS)

CHAPTER REFERENCE	ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
	2007-08	**2008-09**	**2009-10**	**2010-11**	**2011-12**		
CHAPTER 5: HUMAN RESOURCES							
5-2 Purchase Automated Substitute System	($46,400)	($39,000)	($39,000)	($39,000)	($39,000)	($202,400)	$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)	**($46,400)**	**($39,000)**	**($39,000)**	**($39,000)**	**($39,000)**	**($202,400)**	**$0**
CHAPTER 6: TRANSPORTATION							
6-3 Sell 22 Excess Buses	$0	$0	$0	$0	$0	$0	$44,000
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$44,000**
CHAPTER 7: TECHNOLOGY MANAGEMENT							
7-6 Hardware (server)	($4,000)	$0	$0	($4,000)	$0	($8,000)	$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)	**($4,000)**	**$0**	**$0**	**($4,000)**	**$0**	**($8,000)**	**$0**
TOTAL SAVINGS	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$44,000**
TOTAL (COSTS)	**($50,400)**	**($39,000)**	**($39,000)**	**($43,000)**	**($39,000)**	**($210,400)**	**$0**
TOTAL NET SAVINGS (COSTS)	**($50,400)**	**($39,000)**	**($39,000)**	**($43,000)**	**($39,000)**	**($210,400)**	**$44,000**
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						**($166,400)**	

APPENDICES

APPENDIX A:

SURVEY RESULTS

EXHIBIT A-1
COMPARISON SURVEY RESPONSES

Total responses for Central Office Administrators = 101
Total responses for Principal/Assistant Principals = 93
Total responses for Teachers = 1,305

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the district?			
Five years or less	20%	17%	51%
6-10 years	17	18	20
11-20 years	37	41	18
21 years or more	27	24	11
2. How long have you been in your current position?			
Five years or less	49	72	68
6-10 years	34	17	16
11-20 years	14	10	10
21 years or more	4	1	5
3. Overall quality of public education in our school district is:			
Good or Excellent	96	97	93
Fair or Poor	1	2	6
4. Overall quality of education in our school district is:			
Improving	76	83	58
Staying the Same	16	9	24
Getting Worse	3	5	11
Don't Know	5	3	7
5. Grade given to our school district teachers:			
Above Average (A or B)	80	92	91
Below Average (D or F)	0	0	0
6. Grade given to our school district school level administrators:			
Above Average (A or B)	85	95	72
Below Average (D or F)	0	1	7
7. Grade given to our school district central office administrators:			
Above Average (A or B)	85	71	54
Below Average (D or F)	2	4	12

*Percentages may add up to more than 100 percent due to rounding.

EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART B: SCHOOL/DISTRICT CLIMATE

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	82/15	89/5	84/9
2. I am actively looking for a job outside of this school division.	4/81	5/74	10/76
3. I am very satisfied with my job in this school division.	78/6	78/11	75/11
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	74/2	83/10	75/8
5. This school district's officials enforce high work standards.	79/5	89/4	80/7
6. Workload is evenly distributed.	43/39	59/29	43/40
7. I feel that my work is appreciated by my supervisor(s).	85/7	77/11	71/17
8. Teachers who do not meet expected work standards are disciplined.	29/17	71/13	29/33
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	39/23	70/13	23/24
10. I feel that I am an integral part of this school division team.	83/5	83/12	68/11

EXHIBIT A-3
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C1: DISTRICT ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our district have excellent working relationships.	61/3	83/4	60/15
2. Most administrative practices in our school district are highly effective and efficient.	62/16	80/10	52/22
3. Administrative decisions are made promptly and decisively.	50/29	71/10	51/23
4. Central Office Administrators are easily accessible and open to input.	63/22	55/17	33/29
5. Authority for administrative decisions is delegated to the lowest possible level.	28/43	35/20	21/25
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	54/10	80/10	60/22
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	50/16	60/15	38/31
8. Our school district has too many committees.	19/34	32/39	39/15
9. Our school district has too many layers of administrators.	15/67	26/62	38/22
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	68/11	74/8	52/16
11. Central office administrators are responsive to school needs.	73/1	68/20	33/26
12. School-based personnel play an important role in making decisions that affect schools in our school district.	68/4	69/14	54/19

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

EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C2: DISTRICT ORGANIZATION

STATEMENT	(%G + E) / (%F + P)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school division.	60/18	62/30	42/34
2. Board of Education members' knowledge of operations in this school division.	51/32	68/25	46/28
3. Board of Education members' work at setting or revising policies for this school division.	60/21	71/22	44/30
4. The School Division Superintendent's work as the educational leader of this school division.	80/12	73/24	50/33
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	75/18	73/23	51/31
6. Principals' work as the instructional leaders of their schools.	70/16	94/6	72/26
7. Principals' work as the managers of the staff and teachers.	70/16	96/4	71/27

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

EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school district has increased in recent years.	71/3	85/6	67/12
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	50/17	58/27	69/22
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	55/6	76/15	62/25
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	63/1	92/3	79/11
5. Lessons are organized to meet students' needs.	41/6	88/9	83/7
6. The curriculum is broad and challenging for most students.	63/4	91/6	81/8
7. Teachers in our schools know the material they teach.	61/1	96/0	90/2
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	59/0	92/0	74/6
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	46/14	81/9	53/33

EXHIBIT A-5 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
10. Our district provides curriculum guides for all grades and subject areas.	64/0	90/4	86/5
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	77/0	91/4	87/3
12. Our district has effective educational programs for the following:			
a) Reading and Language Arts	59/11	89/6	79/8
b) Writing	62/8	87/9	70/13
c) Mathematics	67/2	88/3	75/8
d) Science	66/2	88/8	73/6
e) Social Studies (history or geography)	68/1	92/8	75/5
f) Foreign Language	59/1	56/6	48/6
g) Basic Computer Instruction	64/2	81/6	68/9
h) Advanced Computer Instruction	56/1	48/8	36/10
i) Music, Art, Drama, and other Fine Arts	64/0	83/4	70/5
j) Physical Education	66/2	88/5	77/4
k) Career and Technical (Vocational) Education	49/17	35/20	30/16
l) Business Education	50/3	43/5	34/5
13. The district has effective programs for the following:			
a) Special Education	66/8	80/15	67/16
b) Literacy Program	52/11	80/8	64/11
c) Advanced Placement Program	71/0	68/0	57/3
d) Drop-out Prevention Program	38/15	31/15	19/11
e) Summer School Programs	64/4	69/13	62/8
f) Honors and Gifted Education	64/5	81/11	70/7
g) Alternative Education Programs	61/6	48/20	38/9
h) Career Counseling Program	41/9	38/10	32/7
i) College Counseling Program	39/6	37/6	34/6
14. The students-to-teacher ratio is reasonable.	58/15	60/26	42/45
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	78/0	94/2	83/5

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

EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D2: CURRICULUM AND INSTRUCTION

	(%G + E) / (%F + P)[1]		
STATEMENT	**CENTRAL OFFICE ADMINISTRATOR**	**PRINCIPAL/ ASSISTANT PRINCIPAL**	**TEACHER**
1. Teachers' work in meeting students' individual learning needs.	50/16	87/13	89/9
2. Teachers' work in communicating with parents/guardians.	50/14	84/16	90/9
3. How well students' test results are explained to parents/guardians.	34/22	68/31	63/27
4. The amount of time students spends on task learning in the classroom.	47/14	87/13	81/16

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

EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E1: HUMAN RESOURCES

	(%A + SA) / (%D + SD)[1]		
STATEMENT	**CENTRAL OFFICE ADMINISTRATOR**	**PRINCIPAL/ ASSISTANT PRINCIPAL**	**TEACHER**
1. Salary levels in this school district are competitive.	74/14	70/18	50/33
2. Our district has an effective employee recognition program.	68/13	59/19	40/26
3. Our district has an effective process for staffing critical shortage areas of teachers.	38/18	42/37	26/28
4. My supervisor evaluates my job performance annually.	86/8	94/3	87/8
5. Our district offers incentives for professional advancement.	42/32	46/26	41/26
6. I know who to contact in the central office to assist me with professional development.	70/14	90/4	71/16
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	91/6	98/1	79/11
8. My salary level is adequate for my level of work and experience.	69/18	53/37	30/53
9. Our district has an effective teacher recruitment plan.	50/9	74/8	41/9
10. I have a professional growth plan that addresses areas identified for my professional growth.	68/14	85/6	77/9

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

EXHIBIT A-8
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E2: HUMAN RESOURCES

STATEMENT	(%G + E) / (%F + P)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school division for teachers.	71/3	91/9	73/27
2. Staff development opportunities provided by this school division for school administrators.	61/24	76/23	30/6
3. Staff development opportunities provided by this school division for support staff.	49/36	56/31	30/12

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

EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART F: FACILITIES MANAGEMENT

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	80/3	91/5	74/16
2. Our schools have sufficient space and facilities to support the instructional programs.	37/36	38/51	36/52
3. Our facilities are clean.	89/0	98/0	82/8
4. Our facilities are well maintained.	89/2	94/3	79/9
5. Our district plans facilities in advance to support growing enrollment.	75/10	65/23	44/30
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	63/4	63/16	45/17
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	74/3	89/3	75/9

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

EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school district.	65/14	71/12	37/25
2. The budgeting process effectively involves administrators and staff.	56/18	66/16	37/29
3. School administrators are adequately trained in fiscal management techniques.	34/24	55/26	32/13
4. My school allocates financial resources equitably and fairly.	32/11	83/8	50/20
5. The purchasing department provides me with what I need.	70/2	68/6	50/18
6. The purchasing process is easy.	57/11	66/8	47/19
7. Textbooks are distributed to students in a timely manner.	29/6	75/9	57/13
8. The books and resources in the school library adequately meet the needs of students.	34/4	76/12	62/20

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

EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	3/39	18/73	19/68
2. The district has a simple method of requesting buses for special events and trips.	43/4	87/6	47/10
3. Bus drivers maintain adequate discipline on the buses.	34/5	53/28	35/10
4. Buses are clean.	47/1	86/2	46/1
5. Buses arrive early enough for students to eat breakfast at school.	30/4	74/12	57/14
6. Buses are safe.	54/3	80/3	53/4

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

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I1: TECHNOLOGY**

| | (%A + SA) / (%D + SD)[1] | | |
STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school district provides adequate technology-related staff development.	79/8	85/9	70/16
2. Our school district requests input on the long-range technology plan.	55/10	59/15	41/17
3. Our school district provides adequate technical support.	75/13	74/15	70/16
4. I have adequate equipment and computer support to conduct my work.	79/14	86/11	66/25
5. Administrative computer systems are easy to use.	78/6	89/7	62/6
6. Technology is effectively integrated into the curriculum in our district.	50/8	71/16	62/21

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

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I2: TECHNOLOGY**

| | (%G + E) / (%F + P)[1] | | |
STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school division's job of providing adequate instructional technology.	66/12	71/29	66/30
2. The school division's use of technology for administrative purposes.	79/18	80/20	66/15

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

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART J: FOOD SERVICES**

| | (%A + SA) / (%D + SD)[1] | | |
STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	66/7	68/17	52/21
2. The food services department encourages student participation through customer satisfaction surveys.	38/2	62/10	30/12
3. Cafeteria staff are helpful and friendly.	69/3	85/6	73/7
4. Cafeteria facilities are clean and neat.	75/0	96/0	87/1
5. Parents/guardians are informed about the menus.	73/0	97/2	85/1

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

EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART K: SAFETY AND SECURITY

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	**PRINCIPAL/ ASSISTANT PRINCIPAL**	**TEACHER**
1. Our schools are safe and secure from crime.	74/5	88/5	74/12
2. Our schools effectively handle misbehavior problems.	58/12	91/3	58/24
3. There is administrative support for managing student behavior in our schools.	65/9	90/2	67/18
4. If there were an emergency in my school/office, I would know how to respond appropriately.	75/6	98/1	90/4
5. Our district has a problem with gangs.	44/18	41/23	44/18
6. Our district has a problem with drugs, including alcohol.	37/20	27/27	38/18
7. Our district has a problem with vandalism.	23/31	26/34	32/22
8. Our school enforces a strict campus access policy.	55/12	69/10	60/10

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

EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%A + SA) / (%D + SD)[1]		
	CENTRAL OFFICE ADMINISTRATOR	**PRINCIPAL/ ASSISTANT PRINCIPAL**	**TEACHER**
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	46/19	56/29	35/43
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	65/2	94/0	73/3
3. Most parents/guardians seem to know what goes on in our schools.	51/10	76/12	55/24
4. Parents/guardians play an active role in decision making in our schools.	50/7	72/6	43/24
5. This community really cares about its children's education.	85/1	87/3	72/8
6. Our district works with local businesses and groups in the community to help improve education.	89/0	89/2	70/6
7. Parents/guardians receive regular communications from the district.	80/2	89/3	83/2
8. Our school facilities are available for community use.	88/1	100/0	83/2

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

EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P)[1]		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	49/20	67/33	46/51
2. Parent/Guardians/guardians' participation in school activities and organizations.	48/24	58/42	43/52
3. How well relations are maintained with various groups in the community.	55/10	80/18	53/27

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

EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART M: SCHOOL DISTRICT OPERATIONS

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT)[1]	/	% (ADEQUATE + OUTSTANDING)[1]
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	34/60	43/53	50/30
b. Strategic planning	24/69	32/62	30/47
c. Curriculum planning	18/56	23/75	34/60
d. Financial management and accounting	20/70	22/67	29/38
e. Grants administration	17/56	22/63	16/39
f. Community relations	8/79	12/85	23/59
g. Program evaluation, research, and assessment	10/61	19/73	28/51
h. Instructional technology	10/69	24/75	30/60
I. Administrative technology	14/72	18/80	14/52
j. Internal Communication	46/50	29/70	30/58
k. Instructional support	16/51	31/68	36/57
l. Coordination of Federal Programs (e.g., Title I, Special Education)	10/54	18/71	20/46
m. Personnel recruitment	33/51	18/76	20/49
n. Personnel selection	39/52	24/74	24/53
o. Personnel evaluation	43/53	37/61	21/69
p. Staff development	29/63	22/78	29/67
q. Data processing	9/70	24/66	11/49
r. Purchasing	10/71	11/73	16/47
s. Safety and security	11/81	13/85	19/71
t. Plant maintenance	14/70	17/74	14/59
u. Facilities planning	25/59	34/58	25/44
v. Transportation	14/68	31/68	20/62
w. Food service	11/76	23/75	25/63
x. Custodial services	8/84	18/80	17/74
y. Risk management	8/79	14/84	11/64

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

EXHIBIT A-19
BENCHMARK COMPARISONS

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. How long have you worked in the district?						
Five years or less	20	N/A	17	N/A	51	N/A
6-10 years	17		18		20	
11-20 years	37		41		18	
21 years or more	27		24		11	
2. How long have you been in your current position?						
Five years or less	49	N/A	72	N/A	68	N/A
6-10 years	34		17		16	
11-20 years	14		10		10	
21 years or more	4		1		5	
3. Overall quality of public education in our school district is:						
Good or Excellent	96	85	97	89	93	74
Fair or Poor	1	14	2	11	6	25
4. Overall quality of education in our school district is:						
Improving	76	69	83	78	58	53
Staying the Same	16	20	9	15	24	27
Getting Worse	3	2	5	7	11	16
Don't Know	5	3	3	1	7	4
6. Grade given to our school district teachers:						
Above Average (A or B)	80	78	92	85	91	83
Below Average (D or F)	0	1	0	1	0	1
7. Grade given to our school district school level administrators:						
Above Average (A or B)	85	76	95	91	72	59
Below Average (D or F)	0	3	1	1	7	11
8. Grade given to our school district central office administrators:						
Above Average (A or B)	85	76	71	73	54	38
Below Average (D or F)	2	5	4	7	12	21

* Percentages may add up to more than 100 percent due to rounding.

EXHIBIT A-20
BENCHMARK COMPARISONS
PART B: SCHOOL/DISTRICT CLIMATE

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. I feel that I have the authority to adequately perform my job responsibilities.	82/15	79/15	89/5	80/13	84/9	81/12
2. I am actively looking for a job outside of this school division.	4/81	8/78	5/74	8/78	10/76	11/74
3. I am very satisfied with my job in this school division.	78/6	77/12	78/11	83/8	75/11	70/15
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	74/2	75/7	83/10	83/6	75/8	63/14
5. This school district's officials enforce high work standards.	79/5	73/12	89/4	81/9	80/7	63/15
6. Workload is evenly distributed.	43/39	32/46	59/29	45/35	43/40	36/43
7. I feel that my work is appreciated by my supervisor(s).	85/7	75/13	77/11	74/15	71/17	65/21
8. Teachers who do not meet expected work standards are disciplined.	29/17	26/33	71/13	48/31	29/33	25/39
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	39/23	37/34	70/13	54/25	23/24	23/36
10. I feel that I am an integral part of this school division team.	83/5	74/11	83/12	74/12	68/11	59/20

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

EXHIBIT A-21
BENCHMARK COMPARISONS
PART C1: DISTRICT ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Teachers and administrators in our district have excellent working relationships.	61/3	54/14	83/4	76/7	60/15	45/26
2. Most administrative practices in our school district are highly effective and efficient.	62/16	54/23	80/10	69/18	52/22	34/36
3. Administrative decisions are made promptly and decisively.	50/29	44/33	71/10	62/21	51/23	36/36
4. Central Office Administrators are easily accessible and open to input.	63/22	65/18	55/17	71/15	33/29	39/35
5. Authority for administrative decisions is delegated to the lowest possible level.	28/43	28/44	35/20	36/38	21/25	15/29
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	54/10	52/18	80/10	77/12	60/22	55/27
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	50/16	50/20	60/15	60/21	38/31	29/39
8. Our school district has too many committees.	19/34	37/32	32/39	35/34	39/15	43/13
9. Our school district has too many layers of administrators.	15/67	19/64	26/62	27/57	38/22	53/15
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	68/11	54/25	74/8	57/26	52/16	35/28
11. Central office administrators are responsive to school needs.	73/1	76/8	68/20	65/20	33/26	27/34
12. School-based personnel play an important role in making decisions that affect schools in our school district.	68/4	48/23	69/14	61/24	54/19	35/33

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

EXHIBIT A-22
BENCHMARK COMPARISONS
PART C2: DISTRICT ORGANIZATION

STATEMENT	(%G + E) / (%F + P)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in this school division.	60/18	40/51	62/30	39/57	42/34	24/64
2. Board of Education members' knowledge of operations in this school division.	51/32	36/58	68/25	41/56	46/28	29/55
3. Board of Education members' work at setting or revising policies for this school division.	60/21	44/48	71/22	50/47	44/30	27/58
4. The School Division Superintendent's work as the educational leader of this school division.	80/12	78/18	73/24	81/17	50/33	49/40
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	75/18	77/20	73/23	81/17	51/31	50/38
6. Principals' work as the instructional leaders of their schools.	70/16	70/29	94/6	89/11	72/26	63/36
7. Principals' work as the managers of the staff and teachers.	70/16	74/25	96/4	94/6	71/27	67/32

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

EXHIBIT A-23
BENCHMARK COMPARISONS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The emphasis on learning in this school district has increased in recent years.	71/3	83/6	85/6	89/4	67/12	71/13
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	50/17	57/26	58/27	56/36	69/22	53/34
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	55/6	63/17	76/15	75/14	62/25	54/31
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	63/1	N/A	92/3	N/A	79/11	N/A
5. Lessons are organized to meet students' needs.	41/6	56/10	88/9	86/6	83/7	79/9
6. The curriculum is broad and challenging for most students.	63/4	70/8	91/6	86/7	81/8	77/11
7. Teachers in our schools know the material they teach.	61/1	69/6	96/0	90/4	90/2	88/4

EXHIBIT A-23 (Contintued)
BENCHMARK COMPARISONS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	59/0	N/A	92/0	N/A	74/6	N/A
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	46/14	N/A	81/9	N/A	53/33	N/A
10. Our district provides curriculum guides for all grades and subject areas.	64/0	N/A	90/4	N/A	86/5	N/A
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	77/0	N/A	91/4	N/A	87/3	N/A
12. Our district has effective educational programs for the following:						
a) Reading and Language Arts	59/11	N/A	89/6	N/A	79/8	N/A
b) Writing	62/8	N/A	87/9	N/A	70/13	N/A
c) Mathematics	67/2	N/A	88/3	N/A	75/8	N/A
d) Science	66/2	N/A	88/8	N/A	73/6	N/A
e) Social Studies (history or geography)	68/1	N/A	92/8	N/A	75/5	N/A
f) Foreign Language	59/1	N/A	56/6	N/A	48/6	N/A
g) Basic Computer Instruction	64/2	N/A	81/6	N/A	68/9	N/A
h) Advanced Computer Instruction	56/1	N/A	48/8	N/A	36/10	N/A
i) Music, Art, Drama, and other Fine Arts	64/0	N/A	83/4	N/A	70/5	N/A
j) Physical Education	66/2	N/A	88/5	N/A	77/4	N/A
k) Career and Technical (Vocational) Education	49/17	N/A	35/20	N/A	30/16	N/A
l) Business Education	50/3	N/A	43/5	N/A	34/5	N/A
13. The district has effective programs for the following:						
a) Special Education	66/8	N/A	80/15	N/A	67/16	N/A
b) Literacy Program	52/11	N/A	80/8	N/A	64/11	N/A
c) Advanced Placement Program	71/0	N/A	68/0	N/A	57/3	N/A
d) Drop-out Prevention Program	38/15	N/A	31/15	N/A	19/11	N/A
e) Summer School Programs	64/4	N/A	69/13	N/A	62/8	N/A
f) Honors and Gifted Education	64/5	N/A	81/11	N/A	70/7	N/A
g) Alternative Education Programs	61/6	N/A	48/20	N/A	38/9	N/A
h) Career Counseling Program	41/9	N/A	38/10	N/A	32/7	N/A
i) College Counseling Program	39/6	N/A	37/6	N/A	34/6	N/A
14. The students-to-teacher ratio is reasonable.	58/15	N/A	60/26	N/A	42/45	N/A
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	78/0	N/A	94/2	N/A	83/5	N/A

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

EXHIBIT A-24
BENCHMARK COMPARISONS
PART D2: CURRICULUM AND INSTRUCTION

STATEMENT	$(\%G + E) / (\%F + P)$[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Teachers' work in meeting students' individual learning needs.	50/16	62/32	87/13	80/20	89/9	79/20
2. Teachers' work in communicating with parents/guardians.	50/14	49/41	84/16	68/32	90/9	75/24
3. How well students' test results are explained to parents/guardians.	34/22	36/44	68/31	51/47	63/27	38/52
4. The amount of time students spend on task learning in the classroom.	47/14	49/34	87/13	72/27	81/16	60/37

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

EXHIBIT A-25
BENCHMARK COMPARISONS
PART E1: HUMAN RESOURCES

STATEMENT	$(\%A + SA) / (\%D + SD)$[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Salary levels in this school district are competitive.	74/14	45/40	70/18	40/48	50/33	33/53
2. Our district has an effective employee recognition program.	68/13	N/A	59/19	N/A	40/26	N/A
3. Our district has an effective process for staffing critical shortage areas of teachers.	38/18	N/A	42/37	N/A	26/28	N/A
4. My supervisor evaluates my job performance annually.	86/8	N/A	94/3	N/A	87/8	N/A
5. Our district offers incentives for professional advancement.	42/32	N/A	46/26	N/A	41/26	N/A
6. I know who to contact in the central office to assist me with professional development.	70/14	N/A	90/4	N/A	71/16	N/A
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	91/6	N/A	98/1	N/A	79/11	N/A
8. My salary level is adequate for my level of work and experience.	69/18	42/45	53/37	32/58	30/53	20/69
9. Our district has an effective teacher recruitment plan.	50/9	N/A	74/8	N/A	41/9	N/A
10. I have a professional growth plan that addresses areas identified for my professional growth.	68/14	N/A	85/6	N/A	77/9	N/A

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

EXHIBIT A-26
BENCHMARK COMPARISONS
PART E2: HUMAN RESOURCES

STATEMENT	(%G + E) / (%F + P)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINIST ATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Staff development opportunities provided by this school division for teachers.	71/3	N/A	91/9	N/A	73/27	N/A
2. Staff development opportunities provided by this school division for school administrators.	61/24	N/A	76/23	N/A	30/6	N/A
3. Staff development opportunities provided by this school division for support staff.	49/36	N/A	56/31	N/A	30/12	N/A

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

EXHIBIT A-27
BENCHMARK COMPARISONS
PART F: FACILITIES MAN/AGEMENT

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our school buildings provide a healthy environment in which to teach.	80/3	N/A	91/5	N/A	74/16	N/A
2. Our schools have sufficient space and facilities to support the instructional programs.	37/36	26/62	38/51	30/59	36/52	28/62
3. Our facilities are clean.	89/0	N/A	98/0	N/A	82/8	N/A
4. Our facilities are well maintained.	89/2	N/A	94/3	N/A	79/9	N/A
5. Our district plans facilities in advance to support growing enrollment.	75/10	N/A	65/23	N/A	44/30	N/A
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	63/4	N/A	63/16	N/A	45/17	N/A
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	74/3	N/A	89/3	N/A	75/9	N/A

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

EXHIBIT A-28
BENCHMARK COMPARISONS
PART G: FIN/ANCIAL MAN/AGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Funds are managed wisely to support education in this school district.	65/14	68/18	71/12	67/19	37/25	28/46
2. The budgeting process effectively involves administrators and staff.	56/18	N/A	66/16	N/A	37/29	N/A
3. School administrators are adequately trained in fiscal management techniques.	34/24	N/A	55/26	N/A	32/13	N/A
4. My school allocates financial resources equitably and fairly.	32/11	N/A	83/8	N/A	50/20	N/A
5. The purchasing department provides me with what I need.	70/2	N/A	68/6	N/A	50/18	N/A
6. The purchasing process is easy.	57/11	N/A	66/8	N/A	47/19	N/A
7. Textbooks are distributed to students in a timely manner.	29/6	N/A	75/9	N/A	57/13	N/A
8. The books and resources in the school library adequately meet the needs of students.	34/4	N/A	76/12	N/A	62/20	N/A

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

EXHIBIT A-29
BENCHMARK COMPARISONS
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	3/39	8/55	18/73	18/68	19/68	17/60
2. The district has a simple method of requesting buses for special events and trips.	43/4	N/A	87/6	N/A	47/10	N/A
3. Bus drivers maintain adequate discipline on the buses.	34/5	N/A	53/28	N/A	35/10	N/A
4. Buses are clean.	47/1	N/A	86/2	N/A	46/1	N/A
5. Buses arrive early enough for students to eat breakfast at school.	30/4	N/A	74/12	N/A	57/14	N/A
6. Buses are safe.	54/3	N/A	80/3	N/A	53/4	N/A

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

EXHIBIT A-30
BENCHMARK COMPARISONS
PART I1: TECHNOLOGY

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our school district provides adequate technology-related staff development.	79/8	N/A	85/9	N/A	70/16	N/A
2. Our school district requests input on the long-range technology plan.	55/10	N/A	59/15	N/A	41/17	N/A
3. Our school district provides adequate technical support.	75/13	N/A	74/15	N/A	70/16	N/A
4. I have adequate equipment and computer support to conduct my work.	79/14	70/22	86/11	74/19	66/25	54/36
5. Administrative computer systems are easy to use.	78/6	N/A	89/7	N/A	62/6	N/A
6. Technology is effectively integrated into the curriculum in our district.	50/8	N/A	71/16	N/A	62/21	N/A

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

EXHIBIT A-31
BENCHMARK COMPARISONS
PART I2: TECHNOLOGY

STATEMENT	(%G + E) / (%F + P)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The school division's job of providing adequate instructional technology.	66/12	54/43	71/29	46/52	66/30	47/51
2. The school division's use of technology for administrative purposes.	79/18	53/46	80/20	54/45	66/15	43/44

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

EXHIBIT A-32
BENCHMARK COMPARISONS
PART J: FOOD SERVICES

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The food services department provides nutritious and appealing meals and snacks.	66/7	62/14	68/17	58/26	52/21	43/34
2. The food services department encourages student participation through customer satisfaction surveys.	38/2	N/A	62/10	N/A	30/12	N/A
3. Cafeteria staff are helpful and friendly.	69/3	N/A	85/6	N/A	73/7	N/A
4. Cafeteria facilities are clean and neat.	75/0	N/A	96/0	N/A	87/1	N/A
5. Parents/guardians are informed about the menus.	73/0	N/A	97/2	N/A	85/1	N/A

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

EXHIBIT A-33
BENCHMARK COMPARISONS
PART K: SAFETY AND SECURITY

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our schools are safe and secure from crime.	74/5	66/16	88/5	81/9	74/12	53/28
2. Our schools effectively handle misbehavior problems.	58/12	54/24	91/3	74/14	58/24	37/48
3. There is administrative support for managing student behavior in our schools.	45/9	69/12	90/2	89/6	67/18	55/29
4. If there were an emergency in my school/office, I would know how to respond appropriately.	75/6	78/7	98/1	96/2	90/4	87/7
5. Our district has a problem with gangs.	44/18	N/A	41/23	N/A	44/18	N/A
6. Our district has a problem with drugs, including alcohol.	37/20	N/A	27/27	N/A	38/18	N/A
7. Our district has a problem with vandalism.	23/31	N/A	26/34	N/A	32/22	N/A
8. Our school enforces a strict campus access policy.	55/12	N/A	69/10	N/A	60/10	N/A

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

EXHIBIT A-34
BENCHMARK COMPARISONS
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%A + SA) / (%D + SD)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	46/19	42/34	56/29	51/31	35/43	27/53
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	65/2	57/16	94/0	73/9	73/3	53/14
3. Most parents/guardians seem to know what goes on in our schools.	51/10	36/38	76/12	43/36	55/24	29/50
4. Parents/guardians play an active role in decision making in our schools.	50/7	35/24	72/6	60/20	43/24	36/38
5. This community really cares about its children's education.	85/1	63/15	87/3	72/14	72/8	49/27
6. Our district works with local businesses and groups in the community to help improve education.	89/0	N/A	89/2	N/A	70/6	N/A
7. Parents/guardians receive regular communications from the district.	80/2	N/A	89/3	N/A	83/2	N/A
8. Our school facilities are available for community use.	88/1	N/A	100/0	N/A	83/2	N/A

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

EXHIBIT A-35
BENCHMARK COMPARISONS
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY

STATEMENT	(%G + E) / (%F + P)[1]					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	49/20	29/56	67/33	35/64	46/51	21/76
2. Parent/Guardians/guardians' participation in school activities and organizations.	48/24	27/59	58/42	33/66	43/52	23/75
3. How well relations are maintained with various groups in the community.	55/10	60/35	80/18	66/32	53/27	43/44

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

EXHIBIT A-36
BENCHMARK COMPARISONS
PART M: SCHOOL DISTRICT OPERATIONS

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) [1]		/		% (ADEQUATE + OUTSTANDING) [1]	
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
a. Budgeting	34/60	47/45	43/53	49/48	50/30	65/16
b. Strategic planning	24/69	44/42	32/62	38/53	30/47	47/24
c. Curriculum planning	18/56	30/50	23/75	40/59	34/60	52/41
d. Financial management and accounting	20/70	36/53	22/67	35/60	29/38	49/23
e. Grants administration	17/56	24/49	22/63	34/49	16/39	53/38
f. Community relations	8/79	39/53	12/85	37/61	23/59	42/38
g. Program evaluation, research, and assessment	10/61	34/50	19/73	32/65	28/51	53/40
h. Instructional technology	10/69	48/41	24/75	60/39	30/60	65/16
i. Administrative technology	14/72	42/49	18/80	48/49	14/52	24/34
j. Internal Communication	46/50	N/A	29/70	N/A	30/58	N/A
k. Instructional support	16/51	32/51	31/68	48/49	36/57	48/45
l. Coordination of Federal Programs (e.g., Title I, Special Education)	10/54	24/52	18/71	32/53	20/46	36/40
m. Personnel recruitment	33/51	47/42	18/76	47/48	20/49	40/35
n. Personnel selection	39/52	46/48	24/74	41/57	24/53	42/37
o. Personnel evaluation	43/53	47/49	37/61	40/58	21/69	41/48
p. Staff development	29/63	48/49	22/78	48/49	29/67	42/52
q. Data processing	9/70	38/45	24/66	39/51	11/49	21/34
r. Purchasing	10/71	34/53	11/73	37/58	16/47	33/30
s. Safety and security	11/81	26/61	13/85	29/67	19/71	40/46
t. Plant maintenance	14/70	43/48	17/74	55/43	14/59	41/37
u. Facilities planning	25/59	38/48	34/58	51/43	25/44	41/28
v. Transportation	14/68	21/65	31/68	43/54	20/62	32/46
w. Food service	11/76	18/67	23/75	35/65	25/63	41/47
x. Custodial services	8/84	37/54	18/80	47/52	17/74	44/49
y. Risk management	8/79	20/54	14/84	23/63	11/64	22/32

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

APPENDIX B:

CERTIFICATION

MGT

OF AMERICA, INC.

MGT'S DRAFT REPORT REVIEW

FOR PRINCE WILLIAM COUNTY SCHOOLS

This document serves to verify that Prince William County Schools staff and Superintendent Walts have read the draft report submitted by MGT of America, Inc., titled Prince William County School Division Efficiency Review, that all factual errors have been corrected, and that to our knowledge, the report contains no factual errors.

_____

Signed
Steven L. Walts

_____

Title
Superintendent

_____

Date MONDAY, JUNE 11, 2007

j/2934 Prince William/factual form.doc