WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
SCHOOL DIVISION EFFICIENCY REVIEW

FINAL REPORT

Submitted by:

MGT
of America

June 23, 2005

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Governor Mark Warner has stated "Educational excellence lies at the heart of Virginia's prosperity." Governor Warner has taken the initiative to establish the "Education for a Lifetime" Program, which provides outside educational expertise to school divisions for assistance in utilizing educational dollars to the fullest extent possible. This program includes contracting with educational experts to perform efficiency reviews on select school divisions within the Commonwealth. School division efficiency reviews in conjunction with the Standards of Learning results enable Virginia to see how well selected school divisions are doing and ensure that adequate funding or innovative reform is available to promote the continued excellence in education that provides the means for continued prosperity in the Commonwealth.

In September 2004, the Governor announced the expansion of this program to review six school divisions, and MGT of America, Inc., was awarded a contract to conduct an Efficiency Review of Williamsburg-James City County Public Schools (WJCC). 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 Williamsburg-James City County Public Schools and develop a final report of the findings, commendations, recommendations, and projected costs and/or cost savings for recommendations.

Williamsburg-James City County Public School Division

Williamsburg-James City County is an area of rich national heritage, home to historic Williamsburg, Yorktown, and Jamestown, which together comprise the Historic Triangle of Virginia. According to the 2000 census, the area is home to nearly 60,000 residents and the annual host to more than four million visitors to the area's heritage sites. The area is considered part of the metropolitan statistical area of Norfolk-Virginia Beach-Newport News. Williamsburg is also home to the College of William and Mary.

The Williamsburg-James City County Public School District is a consolidated school district comprised of two separate political jurisdictions: the City of Williamsburg and James City County. The school district was consolidated in the mid-1950s and has been jointly operated since this period. Currently, approximately 90 percent of WJCC students reside in the county while the remaining 10 percent of the students reside in the city. The School Board is comprised of seven members: five are elected members from the County; two are appointed members from the City. WJCC has 12 schools to serve about 9,400 students. The division has two high schools, three middle schools, seven elementary schools, and one alternative education center. All of the WJCC schools are accredited. Division administrative functions are housed at three separate sites; the main central office is co-located with the James City County government offices.

Nearly 1,400 teachers, staff, and support personnel work together to meet the educational needs of WJCC students. Approximately 28 percent of students are minority and 25 percent qualify for free or reduced meal prices. The division has an average daily attendance rate of 96 percent for elementary students, and daily

attendance of 94 percent for secondary students. More than 11 percent of its students have special education needs, and nearly one percent are limited English proficient.

The division has successfully implemented on-line testing for the Virginia Standards of Learning. WJCC third, fifth, and eighth grade students performed at or higher than the state average for all sections of the Standards of Learning tests. WJCC high school students performed at or higher than the state average on six of the 12 Standards of Learning tests they took.

Total disbursements for WJCC during the 2002-03 fiscal year were slightly more than $78.7 million, which equates to expenditures of $9,219 per pupil. The division spent $7,889 per pupil to operate a regular school day, as calculated by the Virginia Department of Education. Funding for these disbursements came from local revenue sources (65%), the Commonwealth of Virginia (including state sales and use taxes (28%), the federal government (4%), and other sources (3%). The City of Williamsburg Composite Index regarding the local ability to pay is .8000, the highest possible level and a level capped by state law, while James City County's local index is .5988.

Scope of Work and Timeline

The RFP stated that the scope of work should include:

- gathering detailed information pertinent to this study utilizing various resources (e.g., interviews, group discussion, surveys, existing reports and studies);

- conducting a comprehensive review of every facet of the structure, operations, systems, policies, resource deployment patterns, and management effectiveness of WJCC;

- comparing the effectiveness and efficiency of WJCC with other similar organizations;

- identifying strong and weak aspects of the various offices, programs, operations, and procedures;

- developing a report documenting findings and recommendations that will improve the efficiency and effectiveness of WJCC;

- providing documentation supporting all findings and recommendations;

- including potential costs and/or cost savings in the final report; and

- presenting or assisting in the presentation of findings to the Governor's Office of the Commonwealth of Virginia and/or legislative committees.

The study was completed within a five-month time period, with a draft and final report submitted in June 2005.

Study Methodology

Our methodology involved primarily a focused use of MGT's audit guidelines and Virginia school efficiency review guidelines. Stakeholder input was a major feature of the process. MGT analyzed both existing data and new information obtained through various means of stakeholder input. Each of the strategies is described below.

Existing Reports and Data Sources

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

Examples of existing materials we obtained include, but are not limited to, the following:

- comparative division, regional, and state demographic, financial, and performance data;

- policies and administrative procedures;

- program and compliance reports;

- annual performance reports;

- independent financial audits;

- curriculum and instruction plans;

- technology plan;

- longitudinal test data;

- annual budget and expenditure reports;

- previous studies/audits of the school division;

- job descriptions;

- salary schedules;

- personnel handbooks; and

- agenda, minutes, and background materials for Board meetings.

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

Diagnostic Review

During the week of January 24, two MGT team members conducted the diagnostic review. MGT interviewed representatives of various local organizations as well as individuals that included Board members, WJCC administrators and staff, and others.

Employee Surveys

To secure the involvement of administrators, principals, and teachers in the focus and scope of the Williamsburg-James City County Public Schools Efficiency Review, employee surveys were prepared and disseminated in January 2005. Through the use of anonymous surveys, central office administrators, principals, and teachers in Williamsburg-James City County Public Schools were given the opportunity to express their views about the management and operations of the division. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals, and teachers vary.

The WJCC response rates for the three surveys were good. Seventy-two (72) percent of central office administrators returned a survey, as did 64 percent of principals and assistant principals, and 44 percent of teachers.

Survey results are provided within each chapter review of functional areas of the division, as appropriate. Complete survey results are provided in Appendix B of the full report.

Conducting the Formal On-Site Review

During the week of February 14, 2005, MGT conducted the formal on-site review with a team of 10 consultants. As part of our on-site review, we examined the following functions and operations in WJCC:

- Division Organization and Management
- Personnel and Human Resources
- Financial Management
- Purchasing, Warehousing, and Fixed Assets
- Educational Service Delivery and Management
- Facilities Use and Management
- Transportation
- Technology Management

Our systematic assessment of Williamsburg-James City County Public Schools included the use of both the Virginia and MGT guidelines for conducting management and performance audits and efficiency reviews. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect division policies and administrative procedures; the unique conditions of Williamsburg-James City County Public Schools; and the input of county and city leaders, school division administrators, and staff. Our on-site review included interviews with administrators and board members, interviews and focus groups with appropriate division-level staff, and reviews of documentation provided by these individuals.

Major Commendations

Detailed commendations for exemplary practices are found in the full report in Chapters 2 through 9. Among the major accomplishments for which Williamsburg-James City County Public Schools is recognized are:

- reducing expenditures for legal services;

- establishing and effectively implementing full involvement of administrative staff in decision making at appropriate levels;

- developing the Administrative Leadership Academy;

- taking actions to apply for acceptance to the Malcolm Baldrige National Quality Award Program and for receiving recognition from the Virginia SPQA;

- discussing with other agencies proposals for shared services;

- integrating a comprehensive six-year strategic plan;

- supporting the establishment of the Williamsburg-James City County Educational Foundation;

- developing and maintaining a comprehensive School Administrative Manual;

- targeting recruitment events that feature predominantly minority candidates in order to achieve its goal of having staff ethnicity mirror the student population;

- using the SubFinder system to automatically locate substitute teachers, teacher assistants, and special education aides on a daily basis and providing regular substitute training throughout the school year;

- developing *No Employee Left Behind*, a manual that provides employees with information on division policies and procedures, and administrative staff with guidelines to follow when performing their finance-related duties;

- providing extensive financial data which are easily accessible;

- employing a budget process that results in an informative and well-organized budget;

- providing materials and supplies through a just-in-time purchasing program without the added cost of operating a warehouse;

- taking advantage of automation in the duplication and printing processes;

- developing a comprehensive curriculum review process that solicits input from a broad segment of division employees;

- supporting the initiative of division and school leaders to provide educational opportunities that go beyond paper and pencil learning experiences;

- conducting effective program planning and data collection processes in the Guidance Department;

- offering students a variety of trade and technical courses;

- designing a gifted program that involves talented, but nonidentified students in enrichment activities and contributes to increased identification of minority students as gifted;

- taking advantage of on-line testing;

- developing plans to proactively involve division-level staff in special education decisions in ways that should reduce expenses;

- committing to a major preventive maintenance program that updates each school building every seven years, replacing carpet, floor tile, paint, and other facilities components;

- implementing a well-organized, thorough, and exceedingly competent custodial program;

- maintaining short bus ride times for the vast majority of students transported;

- maintaining a robust Web site, which provides an attractive, easy-to-use communications tool with the community at large; and

- developing teachers with state-of-the-art technology skills.

Major Findings and Recommendations

Although this Executive Summary briefly highlights areas of recommended improvement in Williamsburg-James City County Public Schools, detailed recommendations for improving operations are found throughout the main body of the full report. Major findings and recommendations for improvement include the following:

- Although the division is effectively led and managed, the current and expected increases in student enrollment, combined with high community expectations, require the division to reorganize the central office to assure continued success. MGT recommends that WJCC adopt and implement a revised organizational plan, with a reassignment of some division-level functions. This reorganization

should provide the new administration with a greater level of effectiveness in several areas **(Chapter 2, Recommendation 2-3).**

■ Planning is conducted to varying degrees within each department and office of the division. Other than the recently developed strategic plan that was coordinated by the Superintendent, planning has not been assigned to a specific office for coordination. This situation has resulted in a significant need for overall coordination to ensure consistency among the departments and offices. Furthermore, the development of the WJCC Strategic Plan has created a major need for identifying an office and position that can be held accountable for maintaining the plan in current status and determining the extent to which the five goal area strategies have been implemented and success indicators applied. MGT recommends establishing an Office of Planning, Accountability, and Technical Support. This Office would be responsible for coordinating the overall accountability program, monitoring strategic planning, managing all administrative and instructional support technical services, coordinating policy development and maintaining the policy manual, coordinating assessment and testing, coordinating grant writing, and managing records administration **(Chapter 2, Recommendation 2-7).**

■ Each year, approximately 14 percent of WJCC employees leave. The division is not sufficiently tracking the reasons why employees leave, as there is no official exit survey. MGT recommends that WJCC create and use an exit survey and that the compiled information from completed surveys be provided to the Superintendent and School Board annually. An exit survey will provide valuable information regarding why employees are leaving and will enable the Human Resources Director to determine what steps should be taken in order to correct existing problems and to provide incentives for attracting and retaining new employees **(Chapter 3, Recommendation 3-11).**

■ WJCC offers a myriad of professional development opportunities to meet the needs of its employees. Teachers, administrators, and staff have many choices in professional development offerings, and some qualify for college and graduate course credit. However, the division is not adequately compiling the results of the staff development offered. MGT recommends that the division begin compiling all the data from its various professional development activities into a comprehensive database. This database will enable the division to assess ongoing staff development needs, as well as the cost-effectiveness of each professional development activity offered **(Chapter 3, Recommendation 3-12).**

■ WJCC uses an automated financial system that provides extensive financial data that are easily accessible by staff in the Finance Office. However, the division does not provide cost center

managers access to the system, electing to provide them only with hard copies of monthly reports. MGT recommends that the division make this wealth of information more available to cost center managers and provide them with electronic read-only access to financial data **(Chapter 4, Recommendation 4-3).**

- WJCC does not have a sufficient formal fixed asset policy. Physical inventories conducted by cost center managers often reflect items that are on the inventory list, but cannot be located. Although the items are often found at other sites, when they are not, they are removed from the inventory listing without anyone held accountable for the loss. MGT recommends that the division develop and implement a comprehensive fixed asset policy. This action will help ensure that the division's investment in fixed assets is being managed as desired by the School Board and will protect the division's investments by holding cost center managers responsible for the care and protection of assets **(Chapter 4, Recommendation 4-7).**

- In the Department of Academic Services, a number of staff members have broad responsibilities, They are concerned with providing sufficiently high quality services and still providing leadership and direct assistance to school personnel in the areas of curriculum and instruction. Several central office staff members are individually responsible for multiple areas. In comparison to other divisions, WJCC has fewer central office personnel assigned to curriculum positions in math, science, social studies, reading, and guidance. MGT recommends that WJCC analyze the potential benefits of restructuring the Department of Academic Services to better align positions with logical reporting relationships and related responsibilities **(Chapter 6, Recommendation 6-1).**

- The division is experiencing significant growth in its population of non-English speaking students, particularly Spanish and Farsi speakers. The ESL Coordinator is attempting to maintain the program with limited resources. MGT recommends that WJCC complete development of a plan to provide ESL services to students and families. The division has made a good faith effort to meet this need, but the continued growth of a diverse population requires additional effort in this area **(Chapter 6, Recommendation 6-5).**

- Special education departments provide a range of services for students with special needs who are eligible for Medicaid reimbursement. Currently, the division is not capitalizing on that source of supplemental income for the services it provides. In the past two years, the division has only received a total of $33,028 for Medicaid reimbursement. MGT recommends that WJCC expand billing for Medicaid eligible students and services to include all eligible reimbursable categories **(Chapter 6, Recommendation 6-14).**

- All population projections are unanimous in their forecast of continued growth in the Greater James City County area. This expected continued growth will have a significant impact on the division as students fill existing facilities. An ongoing and comprehensive process is needed to plan for new facilities that can be placed in service in a responsive manner based on population growth, and in locations that are optimum from the standpoint of demographic trends and population shifts that can be forecast for the City of Williamsburg and James City County. MGT recommends that the division create, ratify, and implement a formal Interlocal Agreement between the City of Williamsburg, James City County, and Williamsburg-James City County Public Schools for the pursuit of a joint, ongoing, and comprehensive planning process for all growth and development, including public school facilities **(Chapter 7, Recommendation 7-1).**

- WJCC is currently losing 6,129 daily seats on buses because it is not optimizing bus capacity. MGT recommends that the division review its original decision to standardize with one-sized buses. It may find it can better fill buses with a fleet of mixed sizes. Optimizing routing and scheduling, student pickup points, clustering, and other initiatives should result in higher daily bus utilization **(Chapter 8, Recommendation 8-6).**

- WJCC has divided responsibility for administrative and instructional technology implementation across several departments, with a myriad of reporting relationships. As a result, administrative and instructional technology efforts are not closely unified, and administrative technology is not as well supported as some areas of instructional technology. MGT recommends that WJCC reorganize and consolidate division technology functions into the Office of Planning, Accountability, and Technical Support. Such a realignment would ensure that neither Administrative Services nor Academic Services dominate the agenda for technology support **(Chapter 9, Recommendation 9-3).**

- WJCC employs a computer teacher at every campus, who primarily provides direct instruction to students. However, the Virginia SOQ requires that divisions begin to employ technology teachers who focus primarily on technology integration and provide direct instruction to teachers. MGT recommends that the division realign the responsibilities of current computer teachers to include training fellow teachers how to integrate technology into instruction **(Chapter 9, Recommendation 9-4).**

Fiscal Impact

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and firsthand observations in Williamsburg-James City County Public Schools, the MGT team developed over 80 recommendations in this report. Twenty-one (21) recommendations have fiscal implications. It is important to keep in mind that the identified savings and costs are incremental and cumulative.

As shown below in Exhibit 1, full implementation of the recommendations in this report would generate a gross savings of over $1.8 million over five years, with a net cost including one-time costs of $1.4 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 2004-05 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 10-2 in Chapter 10 shows the total costs and savings for all recommendations.

EXHIBIT 1
SUMMARY OF ANNUAL COSTS AND SAVINGS

CATEGORY	YEARS					TOTAL FIVE-YEAR (COSTS) OR SAVINGS	ONE-TIME (COSTS)
	2005-06	2006-07	2007-08	2008-09	2009-10		
TOTAL SAVINGS	$136,396	$402,196	$412,996	$423,796	$436,196	$1,811,580	
TOTAL (COSTS)	($247,560)	($643,278)	($643,458)	($627,478)	($629,258)	($2,791,032)	($443,500)*
TOTAL NET (COSTS)	($111,164)	($241,082)	($230,462)	($203,682)	($193,062)	($979,452)	
TOTAL FIVE-YEAR NET (COSTS) PLUS ONE-TIME (COSTS)						($1,422,952)	

*This is a one-time cost that needs to be implemented in the 2005-06 school year.

1.0 INTRODUCTION

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In September 2004, the Commonwealth of Virginia contracted with MGT of America, Inc., to conduct a School Division Efficiency Review of Williamsburg-James City County Public Schools (WJCC). The review focused on the financial, organizational, and operational effectiveness of Williamsburg-James City County Public Schools. Exhibit 1-1 shows an overview of MGT's work plan and Exhibit 1-2 provides the timeline for the project activities.

1.1 _Overview of Williamsburg-James City County Public Schools_

Williamsburg-James City County Public Schools consists of two high schools, three middle schools, seven elementary schools, and one alternative education center. Division administrative functions are housed at three separate sites; the main central office is co-located with the James City County government offices.

Nearly 1,400 teachers, staff, and support personnel work together to meet the educational needs of more than 9,400 students. Slightly more than one-fourth (28%) of WJCC students are minorities, and one-fourth (25%) qualify for free or reduced lunch. All of the WJCC schools are accredited.

1.2 _Methodology_

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

- be based upon a very detailed work plan and time schedule;

- specifically take into account the unique student body and environment within which the school division operates;

- obtain input from board members, administrators, and staff;

- 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;

EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE EFFICIENCY REVIEW
OF WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PHASE I - PROJECT INITIATION

| Task 1.0 Initiate Project | → | Task 2.0 Develop Preliminary Profile of Williamsburg-James City County Public Schools |
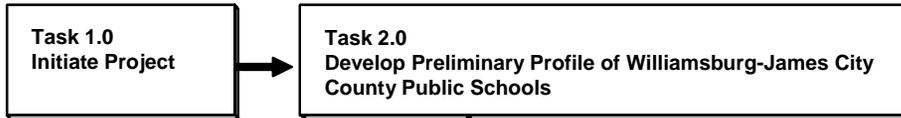
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW

| Task 3.0 Solicit Public Input in the Efficiency Review | Task 4.0 Conduct Written Surveys of Central Office Administrators, School Principals, and Teachers | Task 5.0 Conduct Diagnostic Review of School Division Management and Administrative Functions, Organizational Structures, and Operations | Task 6.0 Tailor MGT and Virginia Study Guidelines for Williamsburg-James City County Public Schools |

PHASE III - IN-DEPTH EFFICIENCY REVIEW

Task 7.0 Review Division Administration	Task 11.0 Review Educational Service Delivery and Management
Task 8.0 Review Personnel and Human Resources Management	Task 12.0 Review Facilities Use and Management
Task 9.0 Review Financial Management	Task 13.0 Review Transportation
Task 10.0 Review Purchasing, Warehousing, and Fixed Assets	Task 14.0 Review Technology Management

PHASE V - PROJECT REPORTING

Task 16.0 Prepare Draft and Final Reports
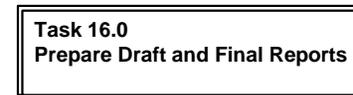
PHASE IV - COMPARISONS TO OTHER SCHOOL DIVISIONS

Task 15.0 Conduct Benchmark Analysis with Comparison School Divisions
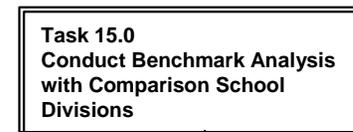
EXHIBIT 1-2
TIMELINE FOR THE EFFICIENCY REVIEW OF
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

TIME FRAME	ACTIVITY
September 2004	■ Finalized contract with the Commonwealth of Virginia.
January 2005	■ Conducted initial meeting with Williamsburg-James City County Public Schools officials. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers. ■ Collected and analyzed existing and comparative data available from the school division. ■ Produced profile tables of Williamsburg-James City County Public Schools.
January 11, 2005	■ Disseminated surveys to administrators and teachers.
Week of January 24, 2005	Visited with Williamsburg-James City County Public Schools. ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed School Board members and City and County officials. ■ Interviewed central office administrators. ■ Interviewed business and community leaders.
Week of January 31, 2005	Analyzed data and information which were collected.
Week of February 7, 2005	Tailored review guidelines and trained MGT team members using findings from the above analyses.
Week of February 21, 2005	Conducted formal on-site review, including school visits.
February – March 2005	Requested additional data from the school division and analyzed data.
February – March 2005	Prepared Draft Final Report.
April 8, 2005	Submitted Draft Final Report.
May 11, 2005	Met with WJCC to review the report.
May 2005	Made changes to the Draft Report.
June 23, 2005	Submitted Final Report.
June 23, 2005	Presented Final Report.

- include analyses of the efficiency of work practices;

- identify the level and effectiveness of externally imposed work tasks and procedures;

- identify both exemplary programs and practices as well as needed improvements;

- document all findings; and

- present straightforward and practical recommendations for improvements.

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

Review of Existing Records and Data Sources

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

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

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

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

Diagnostic Review

A diagnostic review of Williamsburg-James City County Public Schools was conducted during the week of January 24, 2005. Two MGT consultants interviewed central office administrators, community leaders, school board members, and county commissioners concerning the management and operations of Williamsburg-James City County Public Schools.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three on-line surveys were prepared and disseminated in January 2005. Through the use of anonymous surveys, administrators and teachers were given the opportunity to express their views about the management and operations of Williamsburg-James City County Public Schools. These surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

WJCC staff was given from January 11, 2005 through February 3, 2005 to respond. The WJCC response rates for the three surveys were good. Seventy-two (72) percent of central office administrators returned a survey, as did 64 percent of principals and assistant principals, and 44 percent of teachers. MGT compared all survey responses among the three employee groups and compared all WJCC administrators and teachers to those in the more than 75 districts where we have conducted similar surveys.

The surveys are contained in Appendix A and complete survey results are provided in Appendix B. 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 10 consultants conducted the formal on-site review of Williamsburg-James City County Public Schools during the week of February 14, 2005. As part of our on-site review, we examined the following WJCC systems and operations:

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

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

Our systematic assessment of Williamsburg-James City County Public Schools included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the Commonwealth of Virginia school efficiency review guidelines were used. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of Williamsburg-James City County Public Schools, and the input of administrators in the school division. Our on-site review included

meetings with appropriate central office and school-level staff as well as City of Williamsburg and James City County officials, and reviews of documentation provided by these individuals.

1.3   *Comparisons to Other School Divisions*

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

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

With this in mind, MGT initiated a benchmarking comparison of the Williamsburg-James City County Public Schools to provide a common foundation from which to compare systems and processes within the school division with those of other similar systems. 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. Williamsburg-James City County Public Schools is identified in Cluster 6. However, this division is unique in the cluster because it is a combined city/county school division. For that reason, MGT in conjunction with the Governor's Office and the WJCC leadership, selected a mixture of school divisions from Clusters 5 and 6 to try to capture the characteristics of comparable city school divisions and county school divisions. The Virginia public school divisions chosen for comparison were:

- Albemarle County Public Schools Division;
- Alexandria City Public Schools Division;
- Charlottesville City Public Schools Division;
- Falls Church City Public Schools Division;
- Fauquier County Public Schools Division;
- Fredericksburg City Public Schools Division;
- Hanover County Public Schools Division;

- Harrisonburg City Public Schools Division;
- Manassas City Public Schools Division;
- Montgomery County Public Schools Division;
- Roanoke County Public Schools Division; and
- Winchester City Public Schools Division.

Exhibit 1-3 illustrates how the comparison school divisions compare to the Williamsburg-James City County Public Schools in terms of enrollment, number of schools, and number of school division staff. As can be seen:

- WJCC (9,402) has more than the average student population of 8,339;

- With 195 students per 1,000 people in the general population, WJCC has more students per 1,000 than the peer division average of 150 and is tied for third highest student population per 1,000 overall; and

- WJCC, with 12 schools, lies in the middle of the comparison divisions for total number of schools, and slightly above the average of 14 schools.

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

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	TOTAL NUMBER OF SCHOOLS*
Williamsburg-James City County	**6**	**9,402**	**195**	**12**
Albemarle County	5	12,420	157	24
Alexandria City	6	10,996	86	16
Charlottesville City	6	4,388	97	10
Falls Church City	6	1,898	183	4
Fauquier County	5	10,742	195	18
Fredericksburg City	6	2,473	128	4
Hanover County	5	18,530	215	21
Harrisonburg City	5	4,150	103	6
Manassas City	6	6,761	192	8
Montgomery County	5	9,517	114	21
Roanoke County	5	14,512	169	30
Winchester City	6	3,678	156	6
PEER SCHOOL DIVISION AVERAGE	**n/a**	**8,339**	**150**	**14**

Source: Virginia Department of Education, Web site, 2005.
        United States Census Bureau, 2000 Census Data.
*Includes Alternative Schools.

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

- WJCC has less teachers per 1,000 students, at 77.73, than the division average of 87.37, but more than the state average of 74.88;

- In grades K through 7, WJCC has a ratio of 12.2 students per classroom teaching position, which is lower than the peer average of 12.9 students per teaching position and the state average of 13.2;

- In grades 8 through 12, WJCC has a ratio of 12.0 students per classroom teaching position, which is higher than the peer average of 9.5 students per teaching position and the state average of 11.3;

EXHIBIT 1-4
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2002-03 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
Williamsburg-James City County	**77.73**	**12.2**	**12.0**
Albemarle County	79.74	12.2	10.9
Alexandria City	96.75	12.0	7.0
Charlottesville City	94.81	10.3	9.2
Falls Church City	89.09	15.5	7.3
Fauquier County	79.12	13.9	8.1
Fredericksburg City	129.87	10.9	11.1
Hanover County	75.60	13.3	11.4
Harrisonburg City	87.70	11.0	10.7
Manassas City	74.75	13.0	12.6
Montgomery County	81.82	15.1	6.7
Roanoke County	75.65	15.3	9.2
Winchester City	83.58	12.3	9.5
PEER SCHOOL DIVISION AVERAGE	**87.37**	**12.9**	**9.5**
STATE AVERAGE	**74.88**	**13.2**	**11.3**

Source: *2003 Superintendent's Annual Report for Virginia*, Virginia Department of Education, Web site, 2005.
*Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades 6 - 8.

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

■ WJCC, at 69 percent, received a higher percentage of its funds from local sources than the peer average. The percentage is the third highest among the peers, behind only Alexandria City and Falls Church City school divisions;

■ WJCC received a smaller percentage of its funds, 27 percent, from state sources, than the peer division average of 30 percent. Among the peers, WJCC had the fourth-lowest percent of state funding.

■ WJCC received a slightly smaller percentage of its funds, four percent, from federal sources, than the peer division average of five percent.

EXHIBIT 1-5
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2003 FISCAL YEAR

SCHOOL DIVISION	LOCAL	STATE AND STATE RETAIL AND USE TAX	FEDERAL
Williamsburg-James City County	69%	27%	4%
Albemarle County	68%	28%	4%
Alexandria City	81%	14%	5%
Charlottesville City	65%	28%	7%
Falls Church City	85%	13%	3%
Fauquier County	64%	32%	4%
Fredericksburg City	67%	25%	8%
Hanover County	51%	45%	4%
Harrisonburg City	59%	34%	8%
Manassas City	55%	42%	4%
Montgomery County	45%	48%	7%
Roanoke County	51%	45%	4%
Winchester City	61%	31%	8%
PEER SCHOOL DIVISION AVERAGE	**65%**	**30%**	**5%**

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

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

- On regular operating-related items, WJCC spent $7,889 per student, which was less than the peer division average of $8,556.

- On administration-related items, WJCC spent $256 per student, which was less than the peer division average of $345.

EXHIBIT 1-6
DISBURSEMENTS PER PUPIL FOR OPERATING REGULAR
SCHOOL DAY AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2003 FISCAL YEAR

SCHOOL DIVISION	TOTAL COST OF OPERATING REGULAR SCHOOL DAY, PER PUPIL[1]	ADMINISTRATION, PER PUPIL[2]
Williamsburg-James City County	**$7,889**	**$256**
Albemarle County	$7,904	$300
Alexandria City	$11,817	$727
Charlottesville City	$10,754	$523
Falls Church City	$11,609	$681
Fauquier County	$7,485	$106
Fredericksburg City	$8,331	$378
Hanover County	$5,949	$133
Harrisonburg City	$7,817	$179
Manassas City	$8,171	$473
Montgomery County	$7,109	$141
Roanoke County	$7,145	$213
Winchester City	$8,583	$287
PEER SCHOOL DIVISION AVERAGE	**$8,556**	**$345**

Source: Virginia Department of Education, Web site, 2005.
[1] Total and Per-Pupil costs of regular day school includes Administration through Operations and Maintenance on this report. The statewide per-pupil amount is calculated using only regular divisions' disbursements and End-of-Year ADM.
[2] Represents expenditures for activities related to establishing and administering policy for division operations including, Board Services, Executive Administration, Information Services, Personnel, Planning Services, Fiscal Services, Purchasing, and Reprographics.

1.4   *Overview of Final Report*

MGT's final report is organized into 10 chapters. Chapters 2 through 9 present the results of the School Division Efficiency Review of Williamsburg-James City County Public Schools. Findings, commendations, and recommendations are presented for each of the operational areas of the school division which we were required to review. In each chapter, we analyze each function within the school division based on the current organizational structure. The following data on each component are included:

- description of the current situation in Williamsburg-James City County Public Schools;

- a summary of our study findings:

     –   findings from report and data sources which we obtained

     –   a summary of our on-site findings;

- MGT's commendations and recommendations for each finding;

- implementation strategies and a completion timeline for each recommendation; and

- a five-year fiscal impact for recommended costs or cost savings which are stated in 2004-05 dollars.

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

2.0   DIVISION ADMINISTRATION

2.0 DIVISION ADMINISTRATION

This chapter provides a summary of division administration in Williamsburg-James City County Public Schools (WJCC). The three major sections and five subsections of this chapter are:

Of material importance to this review are the following conditions:

- the departure from office of the current Superintendent effective June 30, 2005;

- projected continued increases in the student population;

- establishment of the WJCC Educational Foundation in January 2004;

- an annual positive results Parent Satisfaction Survey conducted by WJCC; and

- the passage of a high school construction bond issue referendum.

CHAPTER SUMMARY

Overall, MGT consultants conclude that the WJCC Division is effectively lead and managed. However, given conditions related to increases in student enrollment and community expectations/demands for improved student academic performance, the Division should reorganize the central offices, develop and implement a plan for retention of a successful leader to the superintendent's position, and provide strong support for the continued development of the WJCC Educational Foundation.

Essential to these recommended actions is the creation of an executive director's position responsible for an Office of Planning, Accountability and Technical Support. This action should result in establishing a point for accountability, coordination of strategic planning, and the maintenance of comprehensive and current policy documents. Of great importance is the need to stabilize the executive leadership of the WJCC division. This action should include the development of procedures and incentives to increase the years of service provided by the appointed superintendent; therefore, providing greater leadership and administrative continuity. Finally, the continued executive support for the WJCC Educational Foundation represents a critical means for continuing to build critical community and business support for the schools and related educational improvement initiatives.

2.1 _Policies and Procedures_

The development of policies and procedures constitutes the means by which a school division can communicate expectations. In addition, adopting policies and establishing related procedures provide the mechanism for:

- establishing the school board's expectations and what may be expected from the school board;

- keeping the school board and administration out of trouble;

- establishing an essential division between policy-making and administrative roles;

- creating guidelines within which personnel operate;

- providing reasonable assurances of consistency and continuity in decisions;

- providing the legal basis for the allocation of funds, facilities, and other resources;

- facilitating and guiding the orientation of the board members and employees; and

- acquainting the public with and encouraging citizen involvement within structured guidelines.

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

FINDING

The WJCC policy manual is available in hard copy in each school's media center, the central office, and on-line through the division Web site. However, the coordination of policy development and updating is informal and not assigned to a specific department or administrator. Rather, the Superintendent's secretary collects information from the various departments and, in concert with the Superintendent, places recommendations on school board agendas for review and ultimate adoption. This process is consistent with the Commonwealth of Virginia Code requirements. However, the lack of coordination results in inconsistencies within the manual.

The division policy manual was completely reviewed and converted to the National School Boards Association (NSBA) format in 1984 and organized into 11 sections or chapters noted as A through L, with H unused since it is reserved for labor, negotiations provisions, which are not a part of the Commonwealth of Virginia Code. Exhibit 2-1, Revision Status of WJCC Board Policies (February 2005) shows the number of policies revised by selected years.

Exhibit 2-1 shows that:

- 229 policies were examined by MGT;

- since the 1984 adoption, none of the Section C or Section L policies has been revised;

- there is only one policy provision in Section F, Facilities Development;

- the majority of revisions have been made in Sections G, I, and J, Personnel, Instruction, and Students, respectively; and

- a total of 13 policies have been revised thus far in 2004-05.

EXHIBIT 2-1
REVISION STATUS OF WJCC BOARD POLICIES
FEBRUARY 2005

SECTION	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES UPDATED IN:			
			PRIOR to 1994	1994-99	2000-03	2004-05
A	Foundations and Basic Commitments	9	3	3	0	0
B	School Board Governance and Operations	20	13	15	2	2
C	General School Administration	3	0	0	0	0
D	Fiscal Management	22	2	5	2	0
E	Support Services	21	3	2	5	0
F	Facilities Development	1	0	0	1	0
G	Personnel	50	36	17	11	1
I	Instruction	52	15	17	6	5
J*	Students	34	33	42	13	1
K	School-Community Relations	15	4	0	4	4
L	Education Agency Relations	2	0	0	0	0
TOTALS		229	109	101	44	13

Source: WJCC Board Policy Manual, February 2005.
* There is no Section H which code is reserved for negotiations.

An examination of various sections of the manual reveals that some areas that typically should include policy do not address important issues. These areas include, but are not limited to:

- facilities development, including specifications such as space standards and other design matters, change orders, maintenance and custodial services;

- fixed assets;

- computer hardware and software replacement cycles;

- instructional software adoption;

- staffing ratios for support of technology;

- various special education areas;

- updated blood borne pathogens and communicable diseases; and

- policy revision process and assignment.

RECOMMENDATION

Recommendation 2-1:

Assign policy manual coordination responsibilities to the proposed Executive Director, Office of Planning, Accountability and Technical Support, and regularly review and revise the WJCC policy manual using the VSBA Policy Service.

The implementation of this recommendation should result in assigning coordination responsibilities to the proposed Executive Director, Office of Planning, Accountability and Technical Support (see Section 2.3.1). This action should result in establishing a single point of accountability for maintaining a comprehensive and current policy manual. This recommendation should also result in a complete review of the policy manual to ensure that essential topics such as facilities, technology, and all personnel- and student-related issues are addressed and up-to-date.

The Virginia School Board Association (VSBA) provides an update service at a nominal annual fee and can provide on-line access to a model policy manual that includes sample policies of all required federal and state issues. Upon subscribing to the service, staff members of the association can provide technical assistance to the division as it conducts policy updating review activities. This process should be implemented as soon as the subscription is established. In the interim period, prior to the adoption of the proposed organizational plan (see Section 2.3.1), the Communication Specialist should oversee the initial updating processes.

FISCAL IMPACT

The implementation of this recommendation can be accomplished at an annual expenditure of $2,800 for a subscription to the VSBA policy service. The five-year cost of this service can be $14,000.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Subscribe to the VSBA Policy Service	($2,800)	($2,800)	($2,800)	($2,800)	($2,800)

FINDING

The existing policy manual contains references to numerous procedural documents, some of which are incorporated into the manual as yellow pages. In order to identify the various required or existing procedural documents, the user must read through the comprehensive index or the individual table of contents that precedes each section, a very time-consuming task.

A review of the various departments/offices and their related functions shows that, while effective procedures are generally in use, only limited documentation of these exists and in some instances no procedural manuals have been developed.

For example:

■ No comprehensive special education procedural handbook or manual exists that includes sections on eligibility procedures and criteria for each state identified exceptionality, IEP guidelines, various forms, daily and annual goals checklists, and other related matters.

■ No procedural guidelines exist governing selection of instructional software.

■ Educational specifications and other guidelines for use by architects for facilities design are not included.

■ Preventive maintenance procedures and overall maintenance procedures are not consolidated into a single handbook.

■ The Finance and Human Resources Departments each have procedural documents in various draft stages, but they are incomplete.

RECOMMENDATION

Recommendation 2-2:

Develop procedural documents and a policy manual provision listing all procedural documents.

The implementation of this recommendation should result in developing procedural documents that provide valuable information for new employees and ensure consistency in operations. As is noted in various chapters throughout this report, many standard operating procedural documents are either missing, incomplete, or found in fragmented form in different sources. This situation wastes employee time when searching for needed information. Additionally, a comprehensive listing of all handbooks, manuals, and related documents within one section of the policy manual should make it much easier for personnel to identify existing documents.

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

This provision may be phrased as follows:

> ***SCHOOL BOARD AND SCHOOL DIVISION PLANS AND PROCEDURES***
>
> *The School Board has plans, manuals, handbooks and codes that outline procedures to be followed relative to stated topics. The plans, manuals, handbooks, and codes listed below may be adopted by reference as part of these policies when required by other Board provisions, Commonwealth of Virginia laws, or other controlling requirements. These include, but are not limited to…*

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

Exhibit 2-2 shows a partial listing of the types of documents often included in such a provision.

EXHIBIT 2-2
SAMPLE LIST OF PROCEDURAL, OPERATIONAL, PLANNING
AND OTHER DOCUMENTS

Administration
Emergency Plan
Strategic Plan
Staff Development Plan
Safety Plan
General Outline of Revenue and Meal Accountability Procedures
Human Resources Management and Development (HRMD) Plan
Capital Project Priority List
Transportation Procedures Manual
Child Nutrition Procedures

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

Source: Created by MGT of America, March 2005.

Upon development and adoption of the list of documents, a series of hot links should be created between the policy manual and related documents. This action should result in providing the policy manual user easy access to other related information, thus increasing user efficiency by reducing time spent locating needed documents.

This recommendation should be implemented concurrent to the review and updating processes contained in Recommendation 2-1.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

2.2   *Legal Services*

Throughout the United States, school divisions procure legal services either through in-house counsel, with the use of outside counsel for situations for which additional expertise is required, or exclusively with outside firms or attorneys. In the latter situation, some school divisions, particularly those in urban areas, can secure the services of a single, large, diversified firm, while other school divisions must depend on more than one firm. Fees for services vary greatly, depending on the locale and the specialized services required.

In general, costs for legal work have increased dramatically over the last three decades due to a number of circumstances. These include due process activity associated with disciplinary proceedings, complicated issues related to special education students, personnel and student harassment allegations, 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 division's need to maintain an orderly educational environment.

FINDING

Legal services are provided to WJCC by two private law firms and through a subscription to legal services provided by the Virginia School Boards Association (VSBA). The firm of Patten, Wornom, Hatten and Diamonstein, L.C. of Newport News, Virginia represents the division in the areas of construction, procurement, contracts, administrative and other general counsel as requested. Reed Smith Hazel and Thomas, LLP of Richmond, Virginia provides general counsel and special education services.

The VSBA fee is $500 annually and includes governmental relations and limited consultation to school board members. The fee schedule for Patten, Wornom, Hatten and Diamonstein includes a range of $115 to $185 per hour for associates, core partners and for specialty areas, and $45 per hour for paralegal services. The firm of Reed Smith Hazel and Thomas bills at $230 for lead counsel and $220 per hour for special education and other counseling services.

Exhibit 2-3 shows the expenditures for legal expenses by firm and with the VSBA for the last three years. As can be seen, legal expenses have declined over the three-year period.

EXHIBIT 2-3
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
LEGAL EXPENSES
2001-04

	LEGAL EXPENSES		
FIRM	**2001-02**	**2002-03**	**2003-04**
Virginia School Boards Association Subscription	$500.00	$500.00	$500.00
Reed Smith Hazel and Thomas	46,667.25	44,492.85	36,577.34
Patten, Wornom, Hatten and Diamonstein	13,004.55	6,006.72	5,797.54
Other	1,746.01	515.78	-0-
TOTAL	**$61,917.81**	**$51,773.35**	**$42,874.88**

Source: WJCC Business Office, March 2005.

Over the last three years, WJCC has worked to reduce legal expenditures by:

■ establishing procedures for requesting services through administrative channels;

■ instituting training related to employee relations; and

■ employing an administrator with special education oversight responsibilities.

Exhibit 2-4 shows the legal expenditures calculated on a per student basis for WJCC and those peer divisions that provided MGT with comparable data. The exhibit shows that in each of the reported years, WJCC's expenditures have been less than the average for all other school divisions, including calculations that exclude Alexander City, the division with the highest reported expenses.

EXHIBIT 2-4
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
AND PEER PUBLIC SCHOOL DIVISIONS
COMPARISON LEGAL EXPENSES
2001-04 SCHOOL YEARS

	LEGAL EXPENSES PER STUDENT BASIS		
SCHOOL DIVISION	**2001-02**	**2002-03**	**2003 04**
Williamsburg-James City County	**$7.24**	**$5.78**	**$4.56**
Alexandria City	14.92	50.87	83.51
Fauquier County	19.80	17.09	8.26*
Fredericksburg City	3.34	2.63	4.67
Winchester City	6.36	3.50	3.70
AVERAGE	**$10.33**	**$15.97**	**$20.94**
AVERAGE WITHOUT ALEXANDRIA CITY	**$9.19**	**$7.25**	**$5.30**

Source: WJCC Business Office and peer divisions, March 2005.
* Converted to full-time board employee counsel.

COMMENDATION

Williamsburg-James City County Public Schools is commended for reducing expenditures for legal services.

2.3   *Division Organization and Management*

The heart of an organization is its overall organization and management. The health of the organization can be ascertained in a number of ways, including reviewing the organizational structure and its management. An organization which functioning at a best practices level exhibits the following characteristics:

- defines itself as a system and the organization's stakeholders includes its owners and staff, its suppliers, intermediate customers, the ultimate customers of the product or service, the media, and the communities in which the organization operates;

- has a strong sensing system for receiving current information on all parts of the system and their interactions (system dynamics thinking);

- possesses a strong sense of purpose;

- operates in a "form follows function" mode—work determines the structures and mechanisms to do it and consequently it uses multiple structures, including formal pyramidal structures, horizontal structures and teams, project structures, and temporary structures (as when managing a major change);

- respects customer service both to outside customers and to others within the organization, as a principle;

- is information driven and information is shared across functions and organization levels;

- encourages and allows decisions to be made at the level closest to the customer, where all the necessary information is available;

- has communication systems which are relatively open throughout the school district;

- has reward systems designed to be congruent with the work and to support individual development—managers and teams are appraised against both performance and improvement goals;

- operates in a learning mode and identifying learning points is part of the process of all decision making;

- makes explicit recognition for innovation and creativity, and has a high tolerance for different styles of thinking and for ambiguity;

- has policies which reflect respect for the tensions between work and family demands;

- keeps an explicit social agenda;

- gives sufficient attention to efficient work, quality and safety awareness in operations, and identifying and managing change; and

- is generally managed with and guided by a strong executive officer employing a variety of work groups composed of individuals possessing appropriate skills and complementary traits.

2.3.1 *Division Organization*

The effective organization and management of organizations is typically composed of the executive and management functions incorporated into a system organization designed to follow identified functions. Within this system, a series of functional areas, determined as a response to its mission and related goals, are assembled. The successful contemporary organization has, among its essential characteristics, the capacity to alter its structure to meet changing client requirements. The extent to which the existent culture of the organization restricts this response, the less likely the organization is going to meet client requirements and, as a result, experience successes.

FINDING

Exhibit 2-5 shows the current assignment of functional responsibilities among the WJCC Division executive staff.

The current assignment of functions shows that several areas of functional assignments could be more effectively aligned or developed. Moreover, the assignment reveals an excessive assignment of specific functions to the Assistant Superintendent for Academic Services. Examples of problems in the current functional assignments include:

- a division of the supervision of principals between the Superintendent and the Assistant Superintendent for Academic Services;

- assignment of grants to the Assistant Superintendent for Academic Services and no provision for the management of grants/contracts within the Finance and Administration Services Department;

- no centralized federal programs function;

- planning functions distributed among the departments and offices with no single department or office assigned overall coordination responsibility;

- records management assigned to the Academic Services Department, rather than in Finance and Administration Services or some other administrative support office;

EXHIBIT 2-5
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
CURRENT ASSIGNMENT OF FUNCTIONS
FEBRUARY 2005

School Board

Superintendent

Communications
Web Master

Assistant Superintendent
Finance and Administration
Services

Secondary Principals
Communications
Legal Services
Planning & Policy

Assistant Superintendent
Academic Services

Accounting
Budget
Payroll
Accounts Payable
Purchasing
Risk Management
Fixed Assets
Workers' Comp.
Technology (Adm)
Duplicating
Related Policy

Human Resources
Employee Relations
Employment Recruiting
Salary Administration
Benefits Administration
Classification
Licensure
Training & Development
Related Policy

Elementary Principals
Accountability
Federal Programs
Technology (Instructional)
Assessment
Records Administrator
Minority Achievement
Gifted
Fine Arts
Guidance
Career & Technical
Audits
Related Policy

Transportation
Vehicle Maintenance
Parts
Training & Safety
Recruitment
Edulogy
Dispatching

Accountability
Testing
Grant Writing
Program Evaluation

Curriculum & Staff
Development
Reading
English/Language
Arts
Foreign Language
Mathematics
Science
Social Studies
Title I
Health
Physical Education
Family Life Education

Building Services
Construction
Maintenance
Custodial Services
Energy Management
Child Nutrition
Facilities Management
--   Coordination
--   Grounds & Stadiums

Student Services
Special Education
Health Services
School Nurses
Early Childhood
Psychologists/ Social Workers
GED/Adult Education
OT/PT
Alternative Education
504/Discipline
Drop-Out Prevention
Safe & Drug Free Schools

Source: Prepared by MGT of America, February 2005.
* Shared Service with County

- direct assignment of 17 functional areas to the Assistant Superintendent for Academic Services;

- direct assignment of 13 functional areas to the Assistant Superintendent for Finance and Administration Services; and

- no assignment of division-wide accountability to a single department or office.

Exhibit 2-6 shows the current organizational chart. It includes:

- five principals and three other administrators and the Communication Specialist for total of nine direct administrative and support reports to the Superintendent;

- five direct reports to the Assistant Superintendent for Finance and Administration Services; and

- 14 direct reports to the Assistant Superintendent for Academic Services.

The current organizational structure does not provide for a separate and independent office of planning and accountability, and has the technology office reporting to both assistant superintendents even though officially assigned to the Finance and Administrative Services Department. Additionally, the policy function is not assigned to a single office for coordination.

MGT has conducted extensive surveys of district and school-level personnel. When principals and teachers were asked to respond to the statement *WJCC has too many layers of administrators,* 94 percent of the principals and 35 percent of the teachers either *disagree* or *strongly disagree.* Teachers in other districts responded with only 16 percent *disagreeing* or *strongly disagreeing* and administrators with 35 percent *disagreeing* or *strongly disagreeing.* Thus, the general perception among both teachers and administrators in WJCC is that there are not excessive administrative layers when compared to other districts that MGT has surveyed.

Enrollment projections for the division show a steady increase in the student population through 2009. Exhibit 2-7, drawn from division forecasts, shows increases in student enrollment from the 2004 figures of 9,402 in K-12 to 10,896 for 2009, an increase of 1,494 students. These increases in student enrollment dictate the construction of additional schools and classrooms with accompanying central office support.

WJCC is facing a period that will require providing necessary planning and accountability not only to meet demands of current student growth, but also to ensure that resources are available to meet the requirements of *No Child Left Behind* and Commonwealth of Virginia mandates as well as high community expectations.

Exhibit 2-8 compares WJCC to its peers in disbursements for administration. As the exhibit shows, the peer division average expenditure is $287 per pupil while WJCC expenditures are $31 less per student, at $256 per pupil. As can be seen, WJCC is spending less per pupil on administration than the average of its peers. The division can clearly justify a minimum number of additional personnel as will be presented in this chapter and Chapter 6.

EXHIBIT 2-6
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
CURRENT ORGANIZATIONAL CHART
FEBRUARY 2005

```
                                    ┌──────────────┐
                                    │ School Board │
                                    └──────┬───────┘
                                           │
                        ┌──────────────────┴──────┐      ┌──────────────┐
                        │ Superintendent of       ├──────┤ Communication ├────┤ Web Master │
                        │ Schools                 │      │ Specialist    │    └────────────┘
                        └─────────────────────────┘      └──────────────┘
```

- **School Board**
  - **Superintendent of Schools**
    - **Communication Specialist**
      - **Web Master**
    - **Assistant Superintendent Finance & Administrative Services**
      - **Business Manager**
        - **Buyer**
      - **Director Building Services**
        - **Supervisor Child Nutrition Services**
        - **Coordinator Facilities Management (.5*)**
        - **Supervisor Maintenance**
        - **Manager Custodial**
      - **Director Transportation**
        - **Coordinator Pupil Transportation**
        - **Specialist Training, Safety & Recruitment**
        - **Shop Foreman**
      - **Director Technology**
        - **Supervisor Instructional Technology**
    - **Secondary Principals**
      - **Director Human Resources**
        - **Coordinators Human Resources (3)**
        - **IT Technology**
    - **Elementary Principals**
    - **Assistant Superintendent Academic Services**
      - **Director of Student Services**
        - **Supervisors Special Education Health Services Early Childhood**
        - **Coordinator GED/AEd**
      - **Coordinator Records Administration**
      - **Director of Curriculum & Staff Development**
        - **Coordinators Language Arts, Foreign Language & Title I, Mathematics (.5), Science (.5), Health & Physical Education (.5)**
        - **Director Program Accountability, Testing & Grant Writing**
        - **Supervisors (1) Minority Achievement (1) Gifted & Fine Arts (1) Guidance /Career & Technical**

Source: Williamsburg-James City County Public Schools, 2005.
* Shared with County

EXHIBIT 2-7
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
FIVE-YEAR STUDENT ENROLLMENT FORECAST
2004-09

LEVEL	2004	2005	2006	2007	2008	2009
Elementary School	4,170	4,218	4,339	4,506	4,653	4,725
Middle School	2,245	2,335	2,442	2,474	2,463	2,536
High School	2,987	3,158	3,270	3,384	3,531	3,635
Totals	**9,402**	**9,711**	**10,051**	**10,364**	**10,647**	**10,896**

Source: WJCC Finance and Administration Services Department, February 2005.

EXHIBIT 2-8
DISBURSEMENTS FOR ADMINISTRATION
PEER SCHOOL DIVISIONS
2003 FISCAL YEAR

SCHOOL DIVISION	ADMINISTRATION	
	TOTAL DISBURSEMENTS	PER PUPIL COST
Williamsburg-James City County	**$2,185,067**	**$256**
Albemarle County	$3,654,183	$300
Alexandria City	$7,936,835	$727
Charlottesville City	$2,221,164	$523
Falls Church City	$1,281,706	$681
Fauquier County	$1,055,851	$106
Fredericksburg City	$889,344	$378
Hanover County	$2,335,460	$133
Harrisonburg City	$717,932	$179
Manassas City	$1,053,148	$473
Montgomery County	$1,295,925	$141
Roanoke County	$3,003,169	$213
Winchester City	$1,010,012	$287
PEER SCHOOL DIVISION AVERAGE	**$2,204,561**	**$287**

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

RECOMMENDATION

Recommendation 2-3:

Adopt and implement a revised organizational plan and reassignment of functions.

Exhibit 2-9 provides a proposed assignment of functions and Exhibit 2-10 provides a proposed organizational chart. Together, they reflect the following recommended actions:

- reducing the direct reports to the Superintendent from 10 to four by reassigning all principals to the Assistant Superintendent for Academic Services;

- creating an Office of Planning, Accountability and Technical Support administered by an executive director and including (not reflected on the proposed organizational chart) an administrative secretary;

- reassigning from the Finance and Administration Services Department to the recommended Office of Planning, Accountability and Technical Support the Technology Office and all related staff;

- reassigning from the Academic Services Department to the recommended Office of Planning, Accountability and Technical Support the Program Accountability, Testing and Grant Writing Office and the Records Administration Office;

- reassigning the Human Resources Office and all related personnel from the Superintendent to the Finance and Administration Services Department, reporting to the Assistant Superintendent;

- considering reorganization within the Academic Services Department as reported in Chapter 6, Educational Service Delivery and Management; and

- assigning the proposed Office of Planning, Accountability and Technical Support responsibilities for coordinating all division planning, refining the existing strategic plan, developing and implementing a division-wide accountability system, management of administrative and instructional technology, coordinating testing and program assessment, coordinating grant writing and development, and records management.

EXHIBIT 2-9
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
PROPOSED ASSIGNMENT OF FUNCTIONS

School Board

Legal Services

Accountability
Strategic Planning
Technology Services
Policy Management
Records Administration
Assessment

Superintendent

Communications
Web Master

Assistant Superintendent,
Finance and Administration

Assistant Superintendent,
Academics

Accounting
Budget
Payroll
Accounts Payable
Purchasing
Risk Management
Fixed Assets
Workers'
Compensation
Duplicating
Human Resources
Grant/Contract
Management

Building Services
Construction
Maintenance
Custodial Services
Energy Management
Grounds & Stadiums
Child Nutrition
Facilities Management

Principals
Program
Development
Gifted
Fine Arts
Guidance
Career & Technical
Audits

Transportation
Vehicle Maintenance
Parts
Training & Safety
Recruitment
Edulog
Dispatching

Student Services
Special Education
Health Services
Pre-School Programs
Social Workers
Psychologists
OT/PT
School Nurses
Alternative Education
504
Discipline
Drop-Out Prevention
Safe & Drug Free Schools

Curriculum & Staff
Development
Assessments
Reading
English/ Language Arts
Foreign Language
ESL
Mathematics
Science
Social Studies
Federal Programs
Health
Physical Education
GED/Adult Education

Source: Prepared by MGT of America, 2005.

EXHIBIT 2-10
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
PROPOSED ORGANIZATIONAL CHART

School Board

Legal Services — Superintendent of Schools — Communication Specialist — Web Master

Assistant Superintendent, Finance & Administration Services

Executive Director Office of Planning, Accountability & Technical Support

Principals — Assistant Superintendent, Academic Services

Business Manager

Director Human Resources

Buyer

Coordinators Human Resources (3)

Director, Technology

Director, Student Services

Director, Curriculum & Staff Development

Director, Building Services

IT Technology

Supervisor, Instructional Technology

Supervisors Special Education Health Services Early Childhood

Coordinators (1 FTE each) English/ Language Arts Mathematics Science Health & Physical Education Federal Programs Foreign Language & ESL Coordinator GED/Adult Education

Supervisor, Child Nutrition Services

Director, Transportation

Coordinator, Facilities Management (.5*)

Coordinator, Pupil Transportation

Director, Program Accountability, Testing & Grant Writing

Coordinator Alternative Education, Discipline & 504

Supervisor, Maintenance

Specialist, Training, Safety & Recruitment

Coordinator, Records Administration

Supervisors Gifted & Fine Arts Guidance /Career & Technical

Manager Custodial

Shop Foreman

Source: Created by MGT, 2005.
* Shared with County

Placing technology directly under the Superintendent's office provides a *neutral corner,* organizationally speaking, to ensure that neither the Administrative Services nor the Academic Services Departments dominate the establishment of developing much needed technology support (see Chapter 9, Technology Management, for a detailed discussion of WJCC technology support needs).

Reassigning records management from the Academic Services Department to the recommended Office of Planning, Accountability and Technical Support removes a non-related administrative function from Academic Services, and should make the Assistant Superintendent's span of control more reasonable. The placement of the Human Resources Office within the Finance and Administration Department is consistent with MGT's recommendations designed to balance executive workloads, particularly to provide the Superintendent with essential time for needed community economic development activity and to continue to ensure critical support for the newly established Education Foundation (See Section 2.3.2 for additional discussion related to the Superintendent and Leadership Team's essential leadership responsibilities).

Strong emphasis on the importance of the curriculum and instructional leadership role for principals is reflected by having principals report to the Assistant Superintendent for Academic Services, particularly since the division has assumed primary management responsibilities for school custodial, grounds, and maintenance support services, relieving principals of primary responsibility for these functions.

The implementation of this recommendation should begin with the 2005-06 school year and be completed no later than July 2006.

FISCAL IMPACT

This recommendation can be implemented at a first-year cost of $81,365. This cost is based on the following calculations, which include a fringe benefits estimate of 30 percent: one Executive Director with a salary of $97,000 plus $29,100 fringe benefits for an annual total of $126,100; and one Administrative Secretary with a salary of $28,177 plus fringe benefits of $8,453 for an annual total of $36,630.

The total first-year cost is estimated at 50 percent of the combined salaries and fringe costs ($162,730 times 50 percent equaling $81,365), since development of the recommended Office of Planning, Accountability and Technical Support and recruitment and employment of needed personnel should take the first six months of the 2005-06 year.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Create an Executive Director's Position	($63,050)	($126,100)	($126,100)	($126,100)	($126,100)
Create an Administrative Secretary's Position	(18,315)	(36,630)	(36,630)	(36,630)	(36,630)
Total	**($81,365)**	**($162,730)**	**($162,730)**	**($162,730)**	**($162,730)**

2.3.2 *Decision Making and Management*

Effective schools research and studies of successful companies show that focus on open internal communications, involvement of key personnel in close proximity to the organization's essential work, careful monitoring of organizational climate, and recognition of individual and group employee performance each contribute substantially to attaining desired outcomes.

FINDING

The WJCC Division is lead by Superintendent Carol Beers. The Superintendent carries out her responsibilities through two assistant superintendents, a Director of Human Resources, other administrators and support personnel, and school-level principals. Leadership is provided and decisions are made and communicated in and through four basic forums. These include:

- the Superintendent's Leadership Team that meets each Monday and involves routinely the assistant superintendents, Director of Human Resources, and Director of Student Services with other personnel involved, as needed;

- an Administrative Council composed of all division administrators which meets on the first Thursday of each month and is guided by a prepared agenda;

- an elementary principals meeting which occurs on the third Thursday of each month with the Superintendent and other administrators, and is guided by a prepared agenda; and

- a secondary principals meeting which occurs on the fourth Thursday of each month with the Superintendent and other administrators, and is guided by a prepared agenda.

Interviews with administrative and support personnel did not reveal difficulties with internal communications. When division administrators were surveyed regarding WJCC administrative structure and practices, and responses were compared with other school districts, the following was revealed:

- 74 percent of WJCC administrators agree or strongly agree and 10 percent *disagree* or *strongly disagree* with the statement: *Most administrative practices in the school district are highly effective and efficient* while other school district administrators responded with 62 percent *agree* or *strongly agree* and 20 percent *disagree* or *strongly disagree*;

- 67 percent of WJCC administrators *agree* or *strongly agree* and 10 percent *disagree* or *strongly disagree* with the statement: *Administrative decisions are made promptly and decisively*, while other school district administrators responded with 50 percent *agree* or *strongly agree* and 30 percent *disagree* or *strongly disagree*; and

- 55 percent of WJCC administrators *agree* or *strongly agree* and 19 percent *disagree* or *strongly disagree* with the statement: *Authority for administrative decisions is delegated to the lowest possible level*, while other school district administrators responded with 36 percent *agree* or *strongly agree* and 39 percent *disagree* or *strongly disagree*;

Overall, when measured against other school districts, WJCC compares very favorably on issues related to decision making, effective and efficient practices, and delegating decisions to the lowest possible level within the organization. MGT consultants believe that the decision-making processes and internal communication systems are effective, and the full involvement of administrative staff at appropriate levels is commendable.

COMMENDATION

The WJCC administration is commended for establishing and effectively implementing full involvement of administrative staff in decision making at appropriate levels.

FINDING

WJCC offers existing administrators as well as aspiring principals an opportunity to develop their leadership skills through the Administrative Leadership Academy. Personnel interested in participation must submit an application, be accepted, and participate on their own time. They earn three hours of graduate credit from Virginia Tech and the tuition cost is defrayed with WJCC professional development funds.

The program is designed to ensure that participants are current in the areas of best practices and Commonwealth of Virginia legislation and federal requirements. The Academy is planned in accordance with the WJCC Strategic Plan and Goals 1 and 2. Ten sessions are available. They include:

- Participation in the William and Mary Master's Cohort
- WJCC Public Schools Leadership Seminar
- WJCC Strategic Plan Work Session
- WJCC Division Special Education Plan
- Managing Student Records
- Cultural Competence "Continuing the Journey"
- No Child Left Behind
- DOE Data Reporting
- SPQA (Senate Productivity Quality Award) – Share Session
- Remedial Summer School Reporting

COMMENDATION

Williamsburg-James City County Public Schools is commended for developing the Administrative Leadership Academy.

FINDING

The Board of Directors of the United States Senate Productivity and Quality Award for Virginia (SPQA), during its annual Virginia Forum for Excellence Conference, presented WJCC with a Certificate for Commitment to Performance Excellence. Patterned after the Malcolm Baldrige National Quality Award, the SPQA Award is an annual recognition of those Virginia organizations that excel in performance, quality, and customer satisfaction. This honor is the first step on the path to applying for the Baldrige Award and was the result of a review by SPQA of the WJCC application. The chair of the Virginia SPQA Board of Directors stated that "the team of evaluators was really impressed with your school's application – especially given that it was a first-year application."

COMMENDATION

Williamsburg-James City County Public Schools is commended for taking actions to apply for acceptance to the Malcolm Baldrige National Quality Award Program and for receiving recognition from the Virginia SPQA.

FINDING

In June 2000, the Williamsburg-James City County, James City Service Authority, and WJCC Division with the City of Williamsburg joined in a proposal to improve the coordination of public services. The proposal included a series of steps along with a statement of expectations. The list of potential shared services included:

- Building maintenance
- Capital Projects Management
- Courier and Mail Services
- Data processing
- Grounds Maintenance
- Records Management
- Risk Management
- Social Workers
- Staff Development
- Surplus Property/Storage
- Telecommunications
- Vehicle Maintenance
- Workers' Compensation

Comprehensive update reports were provided as discussions progressed and, in July 2002, a complete update was developed. An April 2003 update reported agreement in several areas and actions to be taken. At the time of the on-site visit shared services for grounds maintenance had been implemented and discussions related to vehicle maintenance and other services were continuing. MGT supports this concept and believes that shared services in other areas can led to cost savings.

COMMENDATION

Williamsburg-James City County Public Schools and other agencies are commended for discussing proposals for and developing shared services.

FINDING

Dr. Carol Beers is serving in her fourth year as superintendent of the WJCC Division and has announced her retirement effective June 30, 2005. Exhibit 2-11 shows the terms of office for WJCC superintendents for a 15-year period. As can be seen, the average term has been 3.6 years and, since 2000, two superintendents have been employed.

EXHIBIT 2-11
WJCC SUPERINTENDENTS
JULY 1990 - JUNE 2005

SUPERINTENDENT	TERM	LENGTH OF SERVICE
Dr. Carol S. Beers	10/2001 - 6/2005	3 years, 9 months
Dr. J. David Martin	8/2000 - 9/2001	1 year
Dr. Carol S. Beers	Interim	
Dr. James Kent	1/1995 - 6/2000	5 years, 6 months
Ms. Cayden F. Carruth	7/1990 - 12/1994	4 years, 6 months
Average Term of Service		**3.6 Years**

Source: WJCC Office of Superintendent, February 2005.

The failure of the division to maintain stability and tenure in its superintendent's leadership has partially contributed to an inability to develop, implement, and sustain long-term plans. This situation may well result in the loss of valuable executive talent. Interviews with division personnel, including principals, revealed serious concerns regarding future leadership and the ability of the division to retain essential leadership talent.

RECOMMENDATION

Recommendation 2-4:

Develop procedures and incentives to increase the years of service provided by the appointed superintendent.

Research on organizational development and maintaining healthy organizations suggests that an executive officer's length of service and retention are essential ingredients to building effective organizations. MGT consultants have found that, based on years of experience in conducting organization and management studies, effective leadership and management of educational organizations have as one primary characteristic—executive officers serve at least six years or longer. A shorter period does not provide adequate time for institutionalizing processes related to promoting improvements and meeting long-term goals.

A first step in the process of developing such procedures should be for the current superintendent to approach several influential groups for support and recommended actions. This information can then be forwarded to the school board for further action.

The WJCC School Board and Superintendent should consider bringing this topic before such groups as the School Liaison Committee, Williamsburg-James City County Educational Foundation, Economic Development Board, Williamsburg Area Chamber of Commerce, Williamsburg Area Association of Realtors, York-James City Williamsburg NAACP, P-TA Council, and possibly other bodies.

FISCAL IMPACT

Procedures can be developed at no additional cost to the division; however, the cost of incentives and other actions that may be developed and implemented cannot be determined until a final plan is prepared.

FINDING

The Superintendent's Executive Secretary and School Board Deputy Clerk handle school board agenda preparations and minutes, the Superintendent's correspondence, telephone call screening, and appointment scheduling among many other duties that are described in a current job description. The Executive Secretary opens, reviews and, as appropriate, prepares the Superintendent's responses to correspondence. However, the Executive Secretary does not process the Superintendent's e-mail. The volume of e-mail correspondence has increased over the Superintendent's employment period. Conservatively, the Superintendent can spend an hour or more each day reviewing and responding to e-mail.

RECOMMENDATION

Recommendation 2-5:

Assign responsibility for processing and preparing responses to the Superintendent's e-mail to the Executive Secretary.

The implementation of this recommendation should result in the Executive Secretary opening the Superintendent's e-mail and preparing, when appropriate, needed responses for the Superintendent's review and approval. If there is a need for the Superintendent to receive confidential e-mail, then an additional private e-mail address can be assigned and the Superintendent can limit to whom she or he provides the address. In this way, the Executive Secretary can further assist the Superintendent and provide the executive officer with valuable time for other important duties. This recommendation can be implemented immediately upon approval by the Superintendent.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost to the division. The division can assign the Superintendent an additional e-mail address by creating the identification name including the Superintendent's middle initial.

FINDING

The Superintendent's Leadership Team is responsible for the overall management of the division. The tasks an effective chief executive officer and leadership team assume include:

- coordinating strategic plan development;

- reviewing projections and alternative "what if" analyses, as part of long-range planning;

- establishing and maintaining focus on mission, goals, and related initiatives of the division;

- analyzing and interpreting data to ensure that decisions are based upon accurate and complete information;

- ensuring community involvement;

- monitoring internal communications to ensure effective communication of decisions and related information;

- communicating the vision of the organization to all stakeholders;

- guiding program evaluation;

- identifying and participating in training designed to ensure that the team functions effectively;

- engaging in orchestrating the specific and purposeful abandonment of obsolete, unproductive practices, and programs;

- maintaining focus on continuous division and school improvement;

- monitoring the division's organizational climate; and

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

Some of these tasks, such as strategic planning, accountability, and communications with various stakeholders, are addressed in other sections of this chapter while topics such as information and data management are discussed elsewhere in this report.

Among the various tasks cited, the monitoring of organizational climate has not been systematically conducted, while parent satisfaction has been assessed.

RECOMMENDATION

Recommendation 2-6:

Administer an organizational climate survey to all WJCC full- and part-time employees.

The implementation of this recommendation should result in the periodic administration of an organizational climate survey to all employees. Best practices recommended by numerous sources include continuous improvement efforts such as the surveying of employees to determine their impressions of the organizational climate. Often this is done during team-building efforts and sometimes before and after change is implemented. Such surveys should always be administered with careful attention to maintaining the anonymity of the respondents. It is suggested that this survey be selected and administered within the first two months of the employment of the replacement superintendent. In this way, the results can be available to guide the new superintendent's related organizational decisions.

A source for surveys is through *NASA Headquarters Library* and can be located by inquiring at: library@hq.nasa.gov or by contacting NASA HQ Library, 300 E. St. SW, Room 1J20, Washington, DC 20546.

FISCAL IMPACT

This recommendation can be implemented electronically with existing resources; however, the exact cost cannot be determined until the division selects the desired instrument and determines the related fees, if any. The estimated cost of administering and analyzing results is less than $2.00 per employee or a total of $3,080. This is calculated on the basis of 1,540 full and part-time employees as of January 2005 times $2.00. If implemented every other year then the five-year total cost can be $9,240.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Implement Organizational Climate Survey	($3,080)	$0	($3,080)	$0	($3,080)

2.3.3 *Planning and Accountability*

Planning and accountability are critical to maintaining focus on the organization's purpose and ensuring the accomplishment of objectives and meeting established standards. Essential elements of soundly developed planning and accountability include:

- organizing resources, including management information, personnel, and communication schemes to accommodate the establishment of the necessary processes;

- assigning specific responsibility for the coordination and oversight of planning and accountability for the organization;

- identifying the core values that are essential and important to the organization's clients and community;

- having a clear understanding of the mission—a statement of purpose;

- understanding what is to be done, when it is to be completed, and why it is important—the vision;

- developing specific and prioritized goals from which planned activity occurs; and

- establishing a comprehensive method for measuring progress and success that assigns final responsibility and includes appropriate recognition/rewards for accomplishments.

FINDING

WJCC has developed a comprehensive six-year strategic plan that provides a vision statement, a series of core beliefs, goal areas with strategies, and success indicators. The strategic planning initiative was led by the Superintendent and a 30-member Strategic Planning Committee, along with an Action Plan Committee and Success Indicators Committee.

The five broad goal areas adopted are:

- establish high educational standards for each and every student and ensure that all students achieve these standards in order to graduate fully prepared for employment and/or future education;

- eliminate the achievement gap for all groups of students regardless of ethnicity, gender, socioeconomic background, or other identified subgroups;

- maintain facilities and environments that are safe, inviting, respectful, and supportive;

- employ and retain dedicated, caring, diverse, and highly competent teachers, administrators, and staff at all levels; and

- cultivate partnerships to maximize resources that support high quality programs and services for all students.

The plan addresses student achievement, personnel, facilities, technology, and safety, which are all essential elements reflected in the effective schools research.

COMMENDATION

Williamsburg-James City County Public Schools is commended for implementing a comprehensive six-year strategic plan.

FINDING

Planning is conducted to varying degrees within each department and office of the division. Other than the recently developed strategic plan, that was coordinated by the Superintendent, planning has not been assigned to a specific office for coordination. This situation has resulted in a significant need for overall coordination to ensure consistency among the departments and offices. Furthermore, the development of the WJCC Strategic Plan has created a major need for identifying an office and position that can be held accountable for maintaining the plan in current status and determining the extent to which the five goal area strategies have been implemented and success indicators applied.

Best practices suggest that the planning and accountability functions, along with technology, be organized in such a manner as to ensure neutrality in operation. They should able to function without undue influence by the departments/offices served or supported.

RECOMMENDATION

Recommendation 2-7:

Establish an Office of Planning, Accountability, and Technical Support administered by an Executive Director reporting directly to the Superintendent.

The creation of this office should result in overall coordination of planning and assignment of the accountability function to a specific office. This action should contribute to ensuring consistency among the departments and offices. The recommended office can fulfill the need for maintaining the strategic plan in current status and determining the extent to which the five goal area strategies have been implemented and success indicators applied.

The Executive Director should serve on the Superintendent's Leadership Team and be responsible for providing information and data to support decision making. The Office of Planning, Accountability, and Technical Support should be responsible for the overall division accountability program, coordinating and monitoring of strategic planning, managing all administrative and instructional support technical services, coordinating policy development and maintaining the policy manual, coordinating assessment and testing, coordinating grant writing, and managing records administration.

This recommendation should be implemented concurrent with the proposed organizational plan.

FISCAL IMPACT

The cost of implementing this recommendation is reflected in the fiscal impact for Recommendation 2-3, Proposed Organizational Plan.

2.3.4 Public Information

Effective internal and external communications is a key aspect of developing and maintaining organizations that facilitate the realization of essential goals and objectives. The modern organization, having emerged to an age of producing results tailored to the individual client, must engage in effective communications to all stakeholders and, furthermore, produce needed responses in a timely fashion. The effective organization employs a variety of communication mediums to ensure maximizing effectiveness.

FINDING

The WJCC School Board, Superintendent, and community leaders established the Williamsburg-James City County Educational Foundation in January 2004 with the specific purposes of:

- providing a forum for the exchange of ideas among educational stakeholders;

- supporting WJCC in its efforts to improve educational curriculum and opportunity;

- serving as an advocate for public education;

- assisting the division in securing funding from various sources for the purpose of improving education;

- supporting the schools in other ways.

The Superintendent and the Chair or Vice-Chair of the WJCC School Board serve as permanent members of the Foundation's Board of Directors. Bylaws require that the Board of Directors be composed of business leaders and other educational leaders may be appointed. The bylaws clearly state that the Foundation is to be advisory to and supportive of the WJCC School Board.

The Foundation is independently supported rather than dependent upon the division for operating resources. The Foundation Board of Directors and officers are in a unique position to positively support and influence the direction of education within Williamsburg-James City County Public Schools.

COMMENDATION

Williamsburg-James City County Public Schools is commended for supporting the establishment of the Williamsburg-James City County Educational Foundation.

FINDING

The Williamsburg-James City County Educational Foundation bylaws specifically provide for the permanent membership of the Superintendent of Schools on the Board of Directors. Further, the bylaws provide the Superintendent the opportunity to appoint up to two public school principals and the WJCC PTA President to the Board of Directors.

This membership affords the Superintendent a unique opportunity to actively engage in support of Foundation activity and provide essential information as it exercises its forum prerogatives in seeking ways to support educational improvements.

RECOMMENDATION

Recommendation 2-8:

Continue active Superintendent and administration involvement and support of the Williamsburg-James City County Educational Foundation.

The active involvement of WJCC administrators should result in the continued engagement of the Superintendent and other school leaders in the Williamsburg-James City County Educational Foundation. Such opportunity is critical to providing the WJCC School Board the needed support to develop appropriate educational improvement policies, ensure a unified effort in securing balanced funding for educational programs, providing incentives and taking actions to ensure a development of a program designed to improve executive leadership retention, and many other important initiatives.

The current Superintendent should continue active involvement in the Foundation and take steps to ensure the active engagement of the replacement school leader upon his/her appointment.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Office of Communications has developed a draft Communications Plan prepared in commentary form and addressing desired future initiatives. The draft provides a discussion of the various forms of current communication mediums and outlines desired additional methods. The plan includes the procedures for several types of information dissemination needs including community-wide, to all schools, and to the press. The plan does not include an emergency/disaster communication plan. Consequently, it is unclear who is specifically responsible for handling the various news media and acting as the official spokesperson for the division during critical times.

The WJCC Strategic Plan does contain communications related action plans/strategies within Goals 4 and 5, but these do not address emergency communications. Overall, the Communications Plan is incomplete.

RECOMMENDATION

Recommendation 2-9:

Complete development of a comprehensive WJCC Communications Plan.

The implementation of this recommendation should result in a comprehensive, inclusive Communications Plan for WJCC. Such a plan should include the following components:

■ parent and community communications and involvement;

■ division to schools, school to school, and school to community communications;

■ division and schools press/media releases;

■ internal and external emergency communication plan addressing press/media relations and coordination with law enforcement and other agencies' information services;

■ communication medium components and their development and use including Web site, dedicated Public TV channels, e-mail and server development/expansion, prepared materials, surveys and other data collection tools, and others;

■ assessment of communications to all stakeholders; and

■ timelines for development along with estimated resources required for plan's components implementation.

The Communication Specialist should refine the existing plan, incorporating the suggested elements upon approval of this recommendation. Additionally, as the proposed Office of Planning, Accountability, and Technical Support is established, the plan should be integrated into the WJCC Strategic Plan.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Office of Communications is staffed with two positions: a Communication Specialist, that was filled with a recruit from the news media sector and employed in July 2003; and, a Web Master position that was reassigned from Academic Services Department beginning with the 2004-05 school year. Since the arrival of the new Communications Specialist in July 2003, many improvements have been made.

 Some of the Office of Communication's tasks include:

■ serving as information liaison among the school division, news media, and the community at large;

■ taking photographs and preparing press releases, brochures, and other materials to promote the division;

■ arranging for press conferences;

■ developing and maintaining the division and school Web sites;

- preparing information for distribution at school board meetings and public hearings; and

- developing and coordinating production and distribution of internal and external publications and news releases.

Exhibit 2-12 lists many of the WJCC publications/activities prepared by the Office of Communications during the 18-month period from July 2003 to December 2004.

EXHIBIT 2-12
WJCC PUBLICATIONS/ACTIVITY

PUBLICATIONS/ACTIVITY	DESCRIPTION
Press Releases	Created and distributed over 100 press releases.
News Contacts and WJCC Media Procedures for 2004-05	A two-page document detailing event coverage, press releases, photographs, and editorial information and procedures.
Annual Parent Satisfaction Survey	Parent survey to determine parental opinions regarding schools, communications, and other related issues.
Annual Reports	The Future Begins Today 2003-04 and Making the Move from Good to Great 2002-03; Comprehensive WJCC Annual Reports including fiscal data, strategic plan information, division's and schools' achievements, and other useful information.
Flyers	Flyers distributed to schools and community publicizing important events, solicit community/parent involvement in School Board sponsored activities such as Community Facility Study forum, information sheets on each school, and other areas
Community Connection	A WJCC Division quarterly community newsletter providing information regarding a variety of topics. Past editions have reported on facility needs and proposed bond referendum, fiscal needs to remain competitive, students' accomplishments, and other topics.
The Division Digest	A twice monthly newsletter for employees reporting achievements and recognition, information on division's and schools' activities, employee benefits, introducing new employees, and other information.
Information Issues	Fact sheets developed as a series on single issues to discuss important initiatives. One example is composed of five editions providing information related to the need for a new high school and the related bond referendum election.
Video Tapes	A record of School Board meetings and a series of presentations on various topics of current interest, such as the bond issue referendum information and division training.
Web site	Inclusion of up-to-date information on WJCC Division and schools. Includes current School Board meeting agenda and minutes of meetings, sections for each department and office, and links to schools' web pages, the WJCC Strategic Plan, and other information.

Source: WJCC Communications Office, March 2005.

The Office of Communications does not have assigned a full-time clerical or support assistance. When the Communication Specialist is out of the office, there is no single person with office knowledge to handle and direct inquiries other than a part-time receptionist that serves the Superintendent's Office. The receptionist is not available to assist the Communication Specialist with other responsibilities. The office must leave some events without coverage when those events conflict with others; consequently some worthy events go without an office representative who could provide photography or other assistance.

RECOMMENDATION

Recommendation 2-10:

Create and assign a support position to the Office of Communications.

The Office of Communications should be provided essential support personnel. As the comprehensive Communications Plan is developed, approved, and implemented, the Communications Office will have to be staffed with clerical support assistance to answer the telephone, monitor e-mail requests, maintain and file information, assist in the preparation of various documents, such as daily press releases, and many other assigned tasks. Such a position could be assigned to cover routine duties including taking photographs of various school-related events, delivery of materials and information to locations, and other support roles.

FISCAL IMPACT

This recommendation would have a cost of $29,148, based on a 12-month salary of $22,422 plus fringe benefits of 30 percent equaling $6,726.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Create Clerical Support Position	($29,148)	($29,148)	($29,148)	($29,148)	($29,148)

2.3.5 *School Organization and Management*

All activities in a school division should be related, directly or indirectly, to the education of the students. The delivery of educational programs typically occurs at the school level through prescribed programs. The school curriculum and instructional programs, safety and security requirements, student management issues, employment of personnel, and other considerations are often school-level management decisions.

To meet the requirements of providing appropriate administrative and instructional support to schools, school divisions typically adopt standards to guide the determination of positions to be budgeted and assigned to each school.

FINDING

Williamsburg-James City County Public Schools provides school principals and school-level administrators an excellent, comprehensive Principals' School Administrative

Manual. The manual is organized into 12 sections, each with a complete and detailed index of policies, procedures and guidelines. Sections are included for:

- general information;
- academic services;
- records administration;
- student services;
- special education;
- health services;
- finance and administration services;
- technology;
- human resources;
- building services;
- transportation; and
- safety.

COMMENDATION

Williamsburg-James City County Public Schools is commended for developing and maintaining a comprehensive Principals' School Administrative Manual.

FINDING

The Principals' School Administrative Manual is prepared in a hardcopy format, placed in a large loose-leaf binder, and distributed to each principal. The school must either share or make copies of the manual to ensure that personnel have access to this important procedural document. This document serves as an essential resource to new school-level administrators, providing an orientation to all division services as well as a ready reference.

The central office is responsible for developing updates to the Principals' School Administrative Manual; however, school-level personnel must receive and insert current information into the binder, a time-consuming task and one that could be easily overlooked.

RECOMMENDATION

Recommendation 2-11:

Place the Principals' School Administrative Manual on the WJCC Web site.

The division should provide electronic access for all school-level administrators and staff. Accomplishing this recommendation should make it easier to keep the document up-to-date and ensure that every school administrator has the same information. If a school needs to maintain their hard copy, then they can download the updated information and insert it into the existing loose leaf binder. This procedure should result in more efficient maintenance of the manual by central office administrators and greater ease of access by school-level personnel.

This recommendation should be implemented upon approval by the Office of Communication's Web Master in collaboration with the Academic Services and Finance and Administration Departments.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The existing Principals' School Administrative Manual can be scanned and converted to the appropriate file and placed on a section of the Web site (or Intranet – see Technology Chapter 9) that can be designated for important procedural documents, handbooks, and manuals.

FINDING

The division reports that they employ the staffing formulas that are included in the Commonwealth of Virginia, Code of Virginia Standards of Quality (22.1-253.13:2) as guidelines for making decisions on staffing school administrative positions. The Virginia Standards of Quality (SOQ) provide for the following assistant principal allocations:

- elementary schools are staffed at a level of one half-time position at 600 students and one full-time position at 900 students; and

- middle and high schools are staffed with one full-time position for each 600 students.

In WJCC, each school is assigned a principal and a minimum of one assistant principal. Exhibit 2-13 shows the current deployment of assistant principals. As the exhibit shows, each elementary and middle school is assigned at least one assistant principal (Toano Middle School is assigned two), while each high school is assigned three positions. As shown in the exhibit, WJCC has been able to staff schools with an additional 6.5 assistant principal positions above the SOQ level.

COMMENDATION

The WJCC administration is commended for establishing and effectively implementing assistant principal staffing ratios above the SOQ levels.

EXHIBIT 2-13
WJCC SCHOOLS, STUDENT ENROLLMENT, CURRENT AND
ASSISTANT PRINCIPAL POSITIONS
2004-05

SCHOOLS	STUDENT ENROLLMENT			CURRENT ASSISTANT PRINCIPAL POSITIONS	VA SOQ STANDARD
Elementary	**PreK**	**K - 5**	**Total**		
Clara Byrd Baker	2	772	774	1	0.5
Rawls Byrd	71	466	537	1	0.5
Norge	117	644	761	1	0.5
James River	28	434	462	1	0.5
Matthew Whaley	2	534	536	1	0.5
D. J. Montaque	14	738	752	1	0.5
Stonehouse	58	582	640	1	0.5
Middle		**6 - 8**			
Toano		811	811	2	1.0
James Blair		583	583	1	1.0
Berkeley		851	851	1	1.0
High		**9 - 12**			.0
Lafayette		1,536	1,536	3	2.0
Jamestown		1,451	1,451	3	2.0
Total	**292**	**9,402**	**9,694**	**17**	**10.5**

Source: Prepared by MGT of America from Academic Services Department Records, February 2005.

3.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

3.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

This chapter analyzes the personnel and human resources operations in Williamsburg-James City County (WJCC) Public Schools. The five major sections of this chapter are:

    3.1   Organization and Personnel Records
    3.2   Personnel Policies and Procedures
    3.3   Recruitment, Hiring, and Retention
    3.4   Employee Compensation and Job Descriptions
    3.5   Teacher Certification and Professional Development

A key component of a school division's success is quality personnel management. One of the primary responsibilities of the human resources department is supporting the delivery of educational services to the students in the division through efficient human resources policies and practices. In WJCC, employee salaries and benefits account for 86.1 percent of the district's annual budget. As of January 2005, WJCC employed 1,540 full-time and part-time employees, including 47 administrators, 800 teachers, and 693 employees.

CHAPTER SUMMARY

WJCC offers competitive salaries and benefits at all levels of job positions in order to attract the best qualified employees. The annual average teacher salaries as well as the ratio of pupils to classroom teachers in WJCC compare favorably with peer school divisions. The importance WJCC places on recruiting highly qualified teachers is evidenced by the extensive annual recruiting efforts the division undertakes, especially in reaching minorities. However, the division should better track the relationship between its overall recruiting expenses and results of that recruiting . WJCC invests in a variety of staff development activities as well as comprehensive orientations and workshops for new employees and substitutes to ensure a staff of well-trained and competent employees. When employees leave the division, WJCC should make greater efforts to understand the reason for their departure to reduce future turnover.

To better ensure continued success in human resources management, the Human Resources Department should:

- secure personnel files;

- place Human Resource electronic files on the proposed Intranet;

- adopt a template for the Human Resources section of the division's policy manual;

- complete the Human Resources Procedures Manual currently in draft form;

- develop and maintain an on-line divisionwide handbook; and

- develop and implement an on-line staff and customer feedback survey.

Introduction

Exhibit 3-1 shows the ethnicity of the full-time and part-time WJCC employees compared with the ethnicity of the division's students.

EXHIBIT 3-1
EMPLOYEE AND STUDENT ETHNIC COMPOSITION OF WJCC
JULY 2004 – JANUARY 2005

GROUP	PERCENT WHITE	PERCENT AFRICAN AMERICAN	PERCENT HISPANIC	PERCENT ASIAN	PERCENT MULTI-RACIAL	PERCENT NATIVE AMERICAN	PERCENT OTHER	TOTAL PERCENT MINORITY
WJCC Full-Time/ Part-Time Employees	72.5	24.3	1.2	1.0	0.1	0.1	0.9	27.5
Students	71.3	21.5	*	*	*	*	7.2	28.7

 Source: WJCC School Division, 2004-05.
*These data are included in the category "other."

Section G of the Williamsburg-James City County School Board Policy Manual addresses personnel management. As stated in the manual:

> *The Board recognizes that a dynamic and efficient staff dedicated to education is necessary to maintain a constantly improving educational program. The Board is interested in its personnel as individuals, and it recognizes its responsibility for promoting the general welfare of the staff.*

In order to fulfill its adopted philosophy and responsibility toward personnel management, the WJCC School Board has established six specific personnel goals. They are:

- recruit, select, and employ the best qualified personnel to staff the school division;

- provide staff compensation and benefits programs sufficient to attract and retain qualified employees;

- provide an inservice training program for all employees to improve their performance and the overall rate of retention and promotion of staff;

- conduct an employee appraisal program that will contribute to the continuous improvement of staff performance;

- assign personnel so as to ensure they are utilized as effectively as possible; and,

- develop the quality of human relationships necessary to obtain maximum staff performance and satisfaction.

Administrators, principals, and teachers in WJCC were invited to participate in MGT's on-line survey, conducted prior to the MGT on-site visit. Exhibit 3-2 shows the level of job satisfaction indicated by these employees.

As is shown, most administrators (84 percent), principals (83 percent), and teachers (79 percent) are satisfied with their jobs in WJCC. Between 69 percent (administrators) and 83 percent (principals and teachers) indicate that they plan to continue their careers in WJCC. Also, most administrators (77 percent), principals (72 percent), and teachers (82 percent) reveal that they are not looking for a job outside of WJCC.

EXHIBIT 3-2
COMPARISON MGT SURVEY RESPONSES
WITHIN WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD)		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in Williamsburg-James City County Public Schools.	84/8	83/6	79/9
2. I plan to continue my career in Williamsburg-James City County Public Schools.	69/15	83/17	83/5
3. I am actively looking for a job outside of Williamsburg-James City County Public Schools.	8/77	17/72	6/82

3.1   *Organization and Personnel Records*

The effectiveness of personnel services is significantly influenced by the manner in which a human resources department is organized and managed. The organizational structure of a human resources department should be driven by the functions that it performs, and these functions should be periodically reviewed to ensure that the needs of the organization are being effectively served.

The primary responsibilities of the WJCC Human Resources Department involve planning, implementing, and maintaining a sound system of personnel services that complies with local, state, and federal regulations. Nine employees in the WJCC Human Resources Department manage the responsibilities assigned to personnel through Board policies and procedures. The major functions of this team include:

- conducting recruitment and initial screening of applications;

- maintaining job applicant tracking;

- posting notices of vacancies;

- processing new employees;

- monitoring licensure for certified positions;

- maintaining personnel records;

- maintaining the SubFinder system for teachers and clerical workers;

- handling employee relations; and

- being the liaison to the vendors of the benefits programs for employees.

FINDING

The WJCC Human Resource Department consists of a director, three coordinators, a systems analyst, and four support staff. The organization of the department is shown in Exhibit 3-3.

EXHIBIT 3-3
WJCC HUMAN RESOURCE DEPARTMENT
ORGANIZATIONAL STRUCTURE
2004-05

```
                    ┌──────────────────┐
                    │  Superintendent  │
                    └──────────────────┘
                             │
┌──────────────┐    ┌──────────────────┐    ┌──────────────────┐
│Human Resources│    │   Director of    │    │ Human Resource   │
│Administrative │────│ Human Resources  │────│Systems Specialist│
│  Assistant   │    └──────────────────┘    └──────────────────┘
└──────────────┘             │
                    ┌──────────────────┐
                    │ Human Resources  │
                    │   Coordinator    │
                    │       (3)        │
                    └──────────────────┘
                             │
       ┌─────────────────────┼─────────────────────┐
┌──────────────┐    ┌──────────────────┐    ┌──────────────────┐
│Human Resources│    │ Human Resources  │    │ Central Office   │
│ Generalist I │    │  Generalist II   │    │  Receptionist    │
└──────────────┘    └──────────────────┘    └──────────────────┘
```
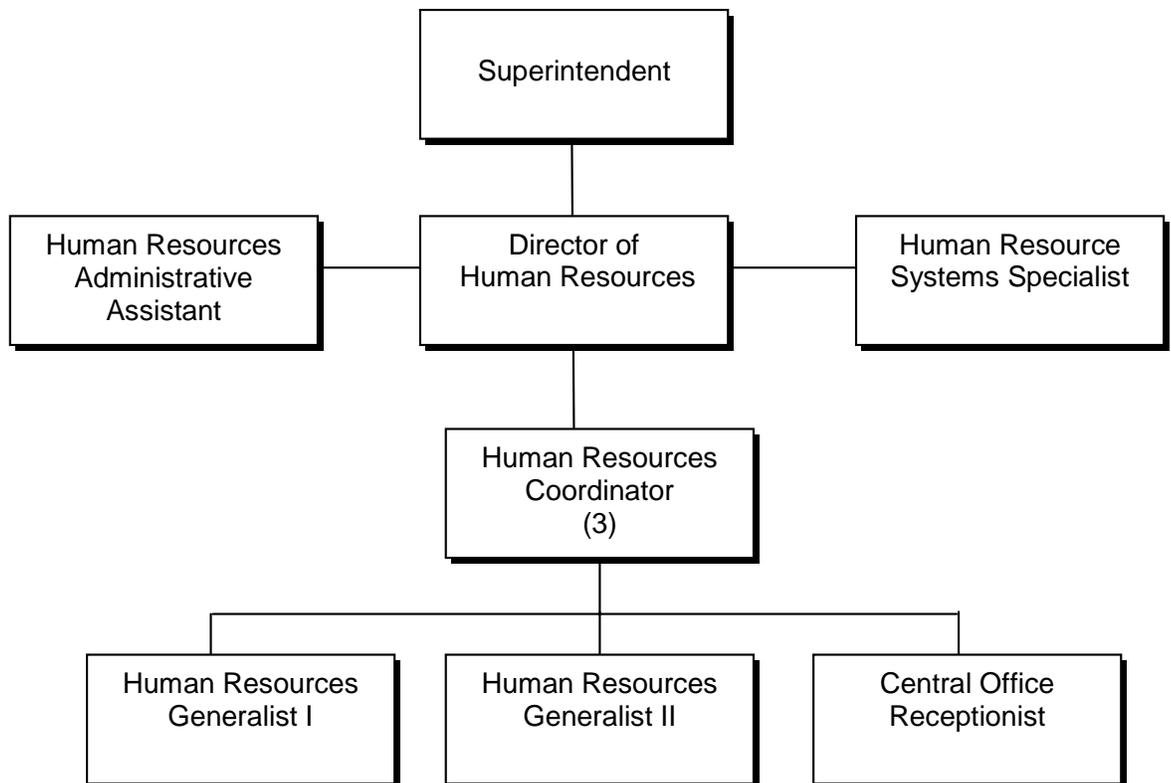
Source: WJCC Human Resources Department, 2005.

The director and coordinators in the Human Resources Department in WJCC have exemplary credentials. The director has approximately 20 years experience in Human Resources Management, is certified as a Senior Human Resource Professional, and is currently working toward a doctorate in Educational Leadership. Two of the coordinators have a master's degree and the other coordinator has a bachelor's degree. Also, two of the Human Resources Coordinators have earned the certification of Professional in Human Resources (PHR), one of whom is working toward the Senior Professional certification. The third coordinator has already earned the Senior Professional in Human Resources certification.

COMMENDATION

Williamsburg-James City County Public Schools is commended for employing highly-qualified Human Resource professionals.

FINDING

Each HR coordinator has specific, and somewhat exclusive, responsibilities from the other coordinators. However, the Human Resources Department does not currently maintain systems for cross-training many of its personnel in complementary positions, nor does the department have procedures that require this activity. Several staff members identified the need for a greater familiarity with their colleagues' responsibilities as they sometimes must assume some of those tasks when an individual is absent or unavailable. For example, one of the coordinators handles licensure. The coordinator must know how all about licensure, from application to renewal, and must be up-to-date on any additional courses that teachers are required to take, such as the Child Abuse Recognition and Intervention Training. This coordinator must be the expert in this area.

In the event of an untimely or extended absence, having staff members who are each proficient in the responsibilities of other Human Resource personnel would enable the department to continue to operate with efficiency.

RECOMMENDATION

Recommendation 3-1:

Provide for more comprehensive systematic cross-training of personnel.

Through additional cross-training, WJCC should be able to both maximize efficiency and ensure that essential responsibilities can be appropriately assumed in the event of untimely or extended absences. This process can be facilitated through a comprehensive Human Resources Procedures Manual, which is discussed in Section 3.2 of this chapter.

The cross-training should be conducted before the start of the 2005-06 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Personnel records are stored and maintained within the Human Resources Department. Each employee has two files, one for medical and insurance information and another for all other required records. The files are arranged by employee group and are color-coded, even within groups. For example, in the professional files, the principal files are yellow and the teacher files are green.

The file folders have inside dividers with clasps for securing papers and for organizing the included records. The use of this type of divided folder facilitates finding a specific form as well as noting a missing piece of information.

MGT consultants received permission to review the personnel files and ultimately reviewed 15 files. Each of the files that were examined revealed that the information was filed as indicated.

Some personnel files in the Human Resources Department are not adequately secured. Some files are kept in file cabinets in a closet. Other personnel files are kept in large file cabinets in an open area in the Human Resources Department because the closet is too small to house all personnel files. Although the personnel file cabinets are situated in close proximity to the file closet and are visible from several Human Resources personnel offices, anyone who walked through the area could easily open a file cabinet and obtain personnel information that should be kept confidential.

In fact, the entire Human Resources Department needs to be more secure.

RECOMMENDATION

Recommendation 3-2:

Secure personnel files within the Human Resources Department so that privacy is maintained.

Personnel files have applicant or employee social security numbers and other private information. The Human Resources Department staff should ensure that all personnel paperwork is filed and secured each day and that files are accessed only by authorized personnel.

The Director of Human Resources should develop procedures for ensuring that all personnel files are secured at all times.

This recommendation should be accomplished immediately.

FISCAL IMPACT

The recommendation can be implemented with existing resources.

FINDING

The WJCC Web site features virtually all forms that are used in WJCC human resources functions. The Web site is convenient and is readily available to employees and to the public in general. Although locating the forms on the WJCC Web site does not breach any confidentiality, these forms are usually found on a school or business's Intranet rather than the Internet Web site. MGT consultants found no Intranet for WJCC.

RECOMMENDATION

Recommendation 3-3:

Place Human Resource files on the proposed Intranet (see Recommendation 9-9).

Having an intranet affords a school system many opportunities, such as streamlining work processes, decreasing paperwork, and maintaining confidentiality. As detailed in Chapter 9 on Technology Management, the division should prioritize the development of an Intranet for WJCC.

The development and implementation should be completed by the beginning of the 2006-07 school year.

FISCAL IMPACT

The recommendation can be implemented with existing resources.

3.2   *Policies and Procedures*

Policies and procedures within an organization are integral to its effective and efficient operation. The policies and procedures adopted by WJCC are recorded in the School Board Manual. The first policy in the Personnel Section (File: GA) is a statement that the Board recognizes the value of WJCC personnel in the educational program and that the Board is aware of its responsibility for promoting the welfare of its employees. There is also a list of specific personnel goals, which were included in the introductory section of this chapter.

FINDING

MGT consultants found the Personnel Policies Section of the Board Policies Manual to be comprehensive, well-organized, and based on the EPS/NSBA policy classification system.

Typically, WJCC policies are available to employees in hard copy and on the Web site. The Personnel Section of the policy manual contains complete information on:

- hiring and employment procedures;
- employee compensation and benefits;
- grievance process;
- job requirements; and
- conclusion of employment.

The policies and regulations guiding the Human Resources Department in the delivery of personnel services to employees are set forth in Section G (Personnel) of the School Board Policy Manual.

MGT found inconsistencies in the format of the Personnel Section of the Policy Manual that slows reading and could confuse the reader. Each policy section was labeled correctly with the policy identifier (e.g., "File: GBL") in the upper right-hand corner on the page(s) of the policy, and all had the date the policy was adopted printed at the end of the policy statement at the left hand margin. However, the font and font size were different on some policies, and some were single spaced and some double spaced. Also, the footer on some policies ("Williamsburg-James City County Public Schools, Williamsburg, Virginia") was inserted as a header on others.

RECOMMENDATION

Recommendation 3-4:

Adopt a consistent template for the Human Resources Section of the Williamsburg-James City County Public Schools Policy Manual.

A professional document should be published with the same format specifications throughout the document. Consistent formatting will ensure that the same information is included with each policy, and readers will be able to locate specific aspects of policies in the same area of each written policy. For instance, it is customary that the date that a policy is adopted, reviewed, and revised are printed at the end of the policy.

The implementation of this recommendation should be accomplished by July 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Human Resources Department does not have a procedures manual, although it has begun work on one. MGT consultants reviewed the draft WJCC Human Resources Procedure Manual that is being developed by the Human Resources Department. The manual includes the mission statement of WJCC Public Schools and the WJCC Strategic Plan.

The manual provides information specific to the Human Resources Department, including:

- vision statement;
- guiding principles;
- core values;
- organization chart; and
- job descriptions.

Descriptions of each area of responsibility of the Human Resources Department follow in separate sections of the manual. The first page of each section has a list of the processes that occur in that area, and each process is illustrated in a flow chart.

RECOMMENDATION

Recommendation 3-5:

Complete the Human Resources Procedures Manual.

The development of a document that standardizes procedures should help to improve the efficiency of the department. This document would have the residual benefit of compelling each personnel staff member to carefully review present practices.

The procedural manual should include:

■ the department's purpose, mission, and goals (once developed as part of the strategic planning process);

■ a list of personnel policies;

■ detailed step-by-step descriptions of each process and procedure used in the delivery of various human resources services;

■ copies of forms and computer screens used in the process; and

■ guidelines for updating the manual.

The manual should also include measures for department staff members to assess the department's procedures and processes annually.

The Human Resources Department should complete the manual by July 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The division does not currently maintain a division-level employee handbook. WJCC provided MGT with a copy of an employee handbook in draft form. The handbook comprises three sections, titled:

Section 1: Introduction to Williamsburg-James City County (WJCC)

Section 2: An Overview of Williamsburg-James City County

Section 3: Alphabetical Table of Contents

This handbook gives an overview of WJCC and its policies. The handbook also includes specific information on the hours of operations for each facility as well as contact procedures and numbers for technology. Section 3 includes a brief description of selected policies related to employment. A disclaimer at the beginning of the section states that if any differences between the guidelines in the handbook and the actual policies are found, the provisions of the policies will govern. Policy numbers from the WJCC Policy Manual are included with each synopsis.

In the handbook, MGT consultants found that the information in Section 1 and Section 2 should be reviewed for clarity. For example, the title of Section 1 indicates an introduction to Williamsburg-James City County, but no county information was found.

MGT consultants found that most schools have produced handbooks at the school level. These building-level handbooks generally include information exclusive to that school, like daily class schedules, emergency procedures, names and contact information of the faculty and staff, and homework policies.

RECOMMENDATION

Recommendation 3-6:

Develop a common format for school handbooks and maintain on-line, school-level employee handbooks that will be updated annually or as needed during the school year.

An employee handbook is a guide for essential information. In a school division, there will be some information pertinent to all employees, but there will be other information specific to a school or facility. For example, every school should have an evacuation plan that states when evacuation is necessary, how people on campus will be notified of an evacuation, and which route should be followed.

Other school/facility-specific items that are usually included in an employee handbook are:

- faculty and staff directory;
- school committee assignments;
- school calendar;
- school map;
- daily schedule;
- school and division mission statement;
- emergency and crisis management procedures;
- policies on dress, attendance, homework, etc.;
- licensure information; and
- PTA/PTO information.

Middle and high schools may want to include information on extracurricular activities, such as sports competitions, music presentations, and drama productions.

Because of the need for the inclusion of information exclusive to school sites, the on-line manual should include a fourth section. Section 4 should be devoted to individual

schools or facilities. Section 4 should have subsections of each school or facility, and each subsection should include the same types of information in the same order.

Exhibit 3-4 shows an employee handbook checklist published by American Association of School Personnel Administrators. The exhibit provides a standard list of items usually included in a handbook, but the list can be customized for specialized facilities, such as an elementary school or a high school. Some of these items are already included in the draft WJCC handbook.

EXHIBIT 3-4
EMPLOYEE HANDBOOK CHECKLIST

1.   A statement of welcome and an explanation of the handbook's purposes.
2.   A brief history of the school district.
3.   A description of products and services.
4.   Organization charts.
5.   A map showing the schools.
6.   An explanation of authority or reporting procedures.
7.   General information on customers, facilities and services, and division activities in the community.
8.   A division mission statement.
9.   Division policy statements on equal employment opportunity, affirmative action, a drug-free workplace, ethics, sexual harassment, and union representation.
10. Information on internal and external recruitment and selection, including job posting policies, promotion and transfer policies, separation and rehire policies, and opportunities for training, career counseling, and professional development.
11. Basic compensation and benefits information, including employment classifications, work hours, pay procedures and schedules, overtime pay, holidays, vacations, bereavement, jury and witness duty, sick leave, and other leaves of absence.
12. Summary descriptions of fringe benefits such as health and life insurance, tuition reimbursement, pensions, employee assistance programs, and work/life
13. Programs—for example, child or adult day-care services or adoption assistance.
14. Emergency information, including numbers to call in case of a fire, an accident on the job, or unforeseen disasters.
15. General rules of workplace conduct—for example, smoking, dress and grooming, or absenteeism and tardiness—and methods for addressing complaints and resolving disciplinary problems.
16. Brief explanations of procedures for purchasing equipment, arranging travel, or receiving expense reimbursements.
17. An acknowledgment receipt form.
18. An alphabetized topic index.

Source: American Association of School Personnel Administrators Web site (www.aaspa.org), 2003.

The division should decide which information will be included in Section 4, and the specific information should be provided by the school or facility administration for inclusion in the handbook.

Access to the handbook should be placed on the WJCC Intranet (see Chapter 9, Technology 9, Recommendation 9-9). Each employee should receive notice of the handbook location via e-mail with a receipt of e-mail attached. Also, notice of any changes to the handbook during the school year should be sent to all employees via e-mail with receipt of e-mail included. Instruction on the handbook should always be incorporated in the new employee orientation, and school-level orientations should be held annually for all employees. A hard copy of the manual should be maintained in the front office of each school or facility.

This recommendation should be implemented at the same time the Intranet is developed.

FISCAL IMPACT

The recommendation can be implemented with existing resources.

FINDING

WJCC employees are the customers of the services provided by the Human Resources Department. Currently, there is no process in place to survey school division employees regarding the nature and quality of services provided by the Human Resources Department. An internal feedback system is essential to assess the quality of personnel services delivered to school division employees. The results of the survey should assist the Human Resources Department in developing strategies for improvement.

Exhibit 3-5 shows the results of two survey items relating to human resources functions. Approximately one-third of each group (31 percent of administrators, 33 percent of principals, and 39 percent of teachers) indicate that personnel recruitment needs *some improvement* or *major improvement*. In the teacher group, more teachers indicate that recruitment *needs improvement* (39 percent) rather than rating it as *adequate* or *outstanding* (35 percent). With respect to personnel selection, a greater percentage of administrators (77 percent) and principals (67 percent) consider personnel selection to be *adequate* or *outstanding*; only 41 percent of teachers feel this way. In the teacher group, a slightly greater percentage of teachers believe that the personnel selection is *adequate* or *outstanding* (41 percent) as compared to those who believe that it *needs improvement* (37 percent).

RECOMMENDATION

Recommendation 3-7:

Develop and implement an on-line staff feedback survey to assist the Human Resources Department in evaluating the nature and quality of its services and in promoting departmental improvement.

EXHIBIT 3-5
COMPARISON MGT SURVEY RESPONSES
WITHIN WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT /	% ADEQUATE + OUTSTANDING[1]	
	ADMINISTRATORS	PRINCIPALS	TEACHERS
l. Personnel recruitment	31/69	33/61	39/35
m. Personnel selection	23/77	28/67	37/41

[1]Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

The Human Resources Department should create an internal staff survey that will elicit feedback on human resources issues in the school division. Some issues that may be addressed are:

- descriptions of what went well in the previous school year with regard to staffing, employee relations, professional development;

- suggestions for improving services to schools and employees; and

- suggestions for improving recruitment and retention of quality personnel.

Survey results should be used to evaluate the department's performance and to initiate a plan for improvement or enhancement of services.

The survey should be implemented at the end of the 2005-06 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.3   *Recruitment, Hiring, and Retention*

Many school divisions across the nation are facing a critical teacher shortage. Competition among school divisions to recruit and retain teachers is intense. Thus, the recruitment and retention of highly qualified professional staff in WJCC are major issues likely to drive the operations of the WJCC Human Resources Department in the foreseeable future.

The Board Policy Manual states:

> *The Board recognizes that a dynamic and efficient staff dedicated to education is necessary to maintain a constantly improving educational program, and the first of the specific personnel goals for the Board is to*

> *recruit, select, and employ the best qualified personnel to staff the school division.*

The Human Resource Department is responsible for recruiting employees who meet the qualifications established by WJCC and maintaining a workforce adequate for the needs of the school division. To provide and maintain appropriate staffing levels, the department monitors the positions allocated to schools and departments, and ensures that personnel are recruited, hired, and processed to fill these positions.

Approximately 9,400 students attend Williamsburg-James City County Public Schools, and there are more than 1,500 administrators, teachers, and support personnel. Exhibit 3-6 displays the comparison of instructional staffing levels per 1,000 students among peer school divisions for the 2002-03 school year. As the exhibit shows, the WJCC staffing level for total teachers (77.73) is slightly above the state average (74.88), but is noticeably lower than the peer school division average (87.37). With respect to the total instructional staffing level, the same comparison is found—WJCC (105.86) is higher than the state average (100.46), but noticeably lower than the peer school average (121.74).

3.3.1 Recruitment of Teachers

Recruitment of teachers is an ongoing process in every school system. In order to attract and hire the best qualified instructional staff and to meet the provisions in the *No Child Left Behind* (NCLB) legislation, the recruitment and retention of highly qualified teachers must be a top priority for school systems.

FINDING

The WJCC Human Resources Department has an extensive and diverse recruiting plan in order to meet personnel needs. As stated in the Human Resources Department's overview of the recruiting plan, "The Human Resources Department aims to fill all vacancies in a timely manner without sacrificing quality." Recruitment activities include advertising in local newspapers and career centers of selected colleges and universities as well as on the WJCC Web site and a local radio station.

The 2005 recruitment schedule for WJCC included 24 events from January 8 through April 21. The events included a variety of job fairs and statewide educational recruiting events, but most activities are scheduled at colleges and universities.

Some job and career fairs attended by WJCC representatives highlight jobs for support positions such as bus drivers and clerical workers, and other fairs feature instructional positions. Exhibit 3-7 shows the total expenditures for recruiting activities of all employee categories at job and career fairs for the last three fiscal years. As the exhibit shows, the total expenditures declined by about 17 percent in FY 2003 over FY 2002, but increased slightly (less than 1.5 percent) in FY 2004. In FY 2004, the total recruiting expenditures were $46,555.98.

EXHIBIT 3-6
INSTRUCTIONAL STAFFING LEVELS PER 1,000 STUDENTS
IN PEER SCHOOL DIVISIONS
2002-03 SCHOOL YEAR

PUBLIC SCHOOL DIVISION	TOTAL TEACHERS	TEACHER AIDES	GUIDANCE & LIBRARIANS	PRINCIPALS & ASSISTANT PRINCIPALS	TECHNOLOGY INSTRUCTORS	DIVISIONWIDE INSTRUCTORS*	TOTAL INSTRUCTIONAL
Williamsburg-James City County	**77.73**	**14.13**	**4.22**	**3.16**	**1.87**	**4.75**	**105.86**
Albemarle County	79.74	12.06	5.46	3.69	1.54	1.50	103.99
Alexandria City	96.75	21.20	5.05	3.85	1.93	28.90	157.68
Charlottesville City	94.81	23.96	5.90	4.49	0.00	2.12	131.28
Falls Church City	89.09	28.59	6.02	4.47	1.35	0.92	130.43
Fauquier County	79.12	16.80	4.47	3.51	0.00	1.09	104.99
Fredericksburg City	129.87	29.87	6.49	4.55	0.00	11.85	182.63
Hanover County	75.60	12.11	4.28	2.91	0.00	1.19	96.09
Harrisonburg City	87.70	21.81	4.61	3.66	0.87	4.66	123.31
Manassas City	74.75	9.43	3.95	2.94	0.46	1.55	93.10
Montgomery County	81.82	20.05	5.62	3.49	0.44	2.56	113.98
Roanoke County	75.65	14.81	5.73	4.02	0.35	0.85	101.43
Winchester City	83.58	22.85	5.68	3.44	1.14	5.27	121.94
PEER SCHOOL DIVISION AVERAGE	**87.37**	**19.46**	**5.27**	**3.75**	**0.67**	**5.21**	**121.74**
STATE AVERAGE	**74.88**	**13.71**	**4.74**	**3.50**	**0.75**	**2.88**	**100.46**

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

*Divisionwide positions include Summer School, Adult Education, Preschool, and other non-regular day and non-LEA instructional positions.

EXHIBIT 3-7
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
SUMMARY OF RECRUITING EXPENDITURES
FOR 2001-02, 2002-03 AND 2003-04 FISCAL YEARS

EXPENDITURE CATEGORY	FY 2002	FY 2003	FY 2004	TOTAL
Advertising[1]	$32,499.60	$27,499.61	$28,008.13	**$88,007.34**
Travel – Recruitment[2]	$22,973.36	$18,410.92	$18,547.85	**$59,932.13**
TOTAL	**$55,472.96**	**$45,910.53**	**$46,555.98**	**$147,939.47**

Source: WJCC Finance Department, 2003-04.
[1]Include the cost of print and radio advertisements for recruitment purposes.
[2]Expenditures for Travel-Recruitment include travel (air, hotel, meals, mileage, etc.) and Job Fair registration costs.

Exhibit 3-8 provides the sources for the newly hired teachers. This exhibit shows that only 25 percent of the 108 teachers were hired as a result of recruiting efforts included in the total recruiting expenditures. For these 27 teachers, an average of more than $1,700 was spent per teacher (based on the total expenses shown in Exhibit 3-7). The overall average may be a little lower since other employees were likely hired as a result of these recruiting endeavors, and the expenditures include recruiting of all employee positions. At the time this report was submitted, MGT had not received the data with respect to the number of support staff hired.

EXHIBIT 3-8
SOURCES FOR THE NEWLY HIRED TEACHERS
2003-04 SCHOOL YEAR

SOURCES FOR NEWLY HIRED TEACHERS	PERCENTAGES
Job Fairs	24.0%
Because of school system's reputation	17.9 %
Referred by fellow teacher or employee	20.9%
Career Switcher Program	1.6%
Internet Information on WJCC	11.2%
Graduated from the system	5.0%
Graduated from William and Mary and decided to stay	1.6%
Relocated to area, lived in the area, and/or had children in the system	16.0%
Researched on own and wanted to come	1.6%
Newspaper	1.0%
TOTAL	**100%**

Source: WJCC Human Resource Department, 2003-04.

RECOMMENDATION

Recommendation 3-8:

Develop a longitudinal study of recruiting statistics and expenditures.

The Human Resources Department has identified several tasks in its pursuit to "identify and attract a diverse and highly qualified cadre of teachers, administrators, and support staff." One of the tasks is to conduct a comparison of 2003-04 recruiting statistics with

2004-05 statistics. This task should not be limited to one year, but should be implemented as an annual strategy. The study should include the number of applicants received, the number hired, and the expenditures for each activity. These statistics will begin to build a longitudinal evaluation that will assist the Human Resources Department in implementing its recruiting plan in the most efficient and cost-effective manner.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

One goal of the Human Resources Department is for WJCC staff to mirror the student population in terms of minority representation. Exhibit 3-1 showed the employee and ethnic composition of WJCC. Currently, minority students account for 28.7 percent of student population. The percentage of full-time and part-time minority staff is 27.5, which is only 1.2 percent less than the percentage of minority WJCC students.

To accomplish this, the Human Resources Department has targeted historically black colleges and universities in its recruitment efforts. In addition to the colleges and universities, Human Resources staff will attend the National Annual Minority in Careers Expo in New York City in April 2005.

COMMENDATION

Williamsburg-James City County Public Schools is commended for targeting recruitment events that feature predominantly minority candidates in order to achieve its goal of having staff ethnicity mirror the student population.

FINDING

In the pursuit of identifying and attracting greater numbers of competent and qualified professionals, the Human Resources Department is in the process of developing and implementing a more systematic and creative approach to recruiting. One of the newest items included in the plan is a divisionwide employee referral program. Also, there will be a line for "Referral source" added to the employee application, and a tracking system for referral sources found on applications will be implemented.

RECOMMENDATION

Recommendation 3-9:

Continue the implementation of new strategies to enhance recruitment efforts by involving current employees in the Williamsburg-James City County Public Schools.

Giving incentives to current employees will not only extend the pool of potential employees, but will also reward employees for their efforts in attracting qualified candidates for employment with WJCC. The Human Resources Department should

include the involvement of incentives for current employees in the annual WJCC recruitment plan.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.3.2 *Hiring*

The Human Resources Department is responsible for maintaining an efficient employment process for WJCC. Notices of vacancies are posted on the WJCC Web site with a link to the application. Human Resource coordinators screen the applications for validity with regard to the position for which the person is applying and then forward the applications to the appropriate department head or principal. After reviewing the applications, the supervisor or administrator requests an interview with the applicant. Once a decision is made for the position, the administrator advises the Human Resources Department, and a formal offer of employment is mailed to the prospective employee. After hiring, the Human Resource Department is responsible for new employee orientation.

FINDING

All new employees to WJCC must submit to fingerprinting. Currently, this process is handled manually by WJCC Human Resources staff, consuming valuable staff time for the entire process. It often takes several weeks to receive the results after the fingerprints and paperwork are submitted. If the fingerprints are not readable, the fingerprint process must be repeated. This situation consumes significant staff time and causes lengthy delays in completing the hiring process.

An electronic fingerprint system called Live Scan is tied directly to the Virginia State Police. The Live Scan machine contains a specialized camera that takes pictures of fingerprints. After the pictures are taken, they are submitted electronically to the Virginia State Police. The fingerprints are reviewed and are forwarded the Federal Bureau of Investigation for further review. This process can sometimes be handled within a few hours.

The Live Scan System, however, is costly to purchase and maintain. The initial investment could run between $10,000 and $15,000 with annual contracts for maintenance and support between $1,000 and $2,000. Virginia state statutes provide for submission of fingerprints for state and federal search of fingerprint files at a cost of $37.00, which includes $13.00 for Central Criminal Records Exchange search and $24.00 for search of Federal Bureau of Investigation files. The cost to the purchase Live Scan System and an annual maintenance agreement does not include this $37.00 each time a set of fingerprints is submitted.

Some local law enforcement agencies already use the Live Scan System, and it is possible that the school division could contract with a local law enforcement agency for fingerprinting new employees. According to the Virginia State Police, the State Compensation Board funds sheriff's offices. Funding for the purchase of the Live Scan

may be easy to obtain, but the added expenses of annual maintenance and support is often challenging for local law enforcement agencies.

RECOMMENDATION

Recommendation 3-10:

Investigate contracting with a local law enforcement agency to fingerprint new employees in Williamsburg-James City County Public Schools through the Live Scan System.

Currently, there is often a lengthy period of time between hiring an applicant and receiving the results of the fingerprint check. The Live Scan process would minimize the delay, and the new employee could be cleared for employment possibly within a few hours. Using the Live Scan System through a local law enforcement agency would eliminate the WJCC staff time currently devoted to the fingerprinting process. The new employee would go to the location of the Live Scan machine and be fingerprinted by law enforcement personnel.

This contract should be in place by July 2005 in order to include as many of the new employees for the 2005-06 school year as possible.

FISCAL IMPACT

The estimated cost of annual maintenance and support required for the system is between $1,000 and $2,000. If WJCC contracts to pay this annual cost, the expense for WJCC would be about $1,500 per year. The school division currently pays for the cost of fingerprinting for each new employee, so this expense would continue.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Contract with a Local Law Enforcement Agency to Conduct Fingerprinting	($1,500)	($1,500)	($1,500)	($1,500)	($1,500)

3.3.3 _Retention_

Exhibit 3-9 shows the distribution of years of experience and the degrees held by the current teachers in WJCC. More than 50 percent of the teachers have 15 or more years of teaching experience, and more than 59 percent have a master's degree or beyond.

FINDING

WJCC is not sufficiently tracking the reasons why employees leave the division. Exhibit 3-10 provides the number of employees who terminated employment with WJCC over the past three school years. As the exhibit shows, each year approximately 14 percent of WJCC employees leave. Nonetheless, this turnover rate compares favorably to national statistics. In 2001, the public school turnover rate nationally was 15.1 percent. Urban schools had a turnover rate of 15.9, compared to rural (14.5) and suburban (14.9) schools.

EXHIBIT 3-9
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
TEACHERS' YEARS OF SERVICE AND LEVEL OF EDUCATION
2004-05 SCHOOL YEAR

YEARS OF SERVICE	NUMBER OF WJCC TEACHERS							PERCENTAGE
	BA	BA+15	MA	MA+15	MA+30	PhD	TOTAL	
1st Year Teachers	16	4	9	0	0	0	**29**	**3.6%**
2-4 years	44	9	21	1	3	2	**80**	**10.0%**
5-9 years	45	23	51	4	11	1	**135**	**16.9%**
10-14 years	39	22	56	7	18	0	**142**	**17.7%**
15-19 years	20	30	55	10	14	4	**133**	**16.6%**
20-24 years	10	19	31	17	18	0	**95**	**11.9%**
25-29 years	13	32	28	17	20	5	**115**	**14.4%**
30 plus years	0	0	18	10	43	1	**72**	**9.0%**
TOTAL	**187**	**139**	**269**	**66**	**127**	**13**	**801**	**100.0%**

Source: WJCC Department of Human Resources, March 2005.
Note: Teachers include librarians and guidance counselors.

EXHIBIT 3-10
RESIGNATIONS, TERMINATIONS, AND RETIREMENTS
WJCC EMPLOYEES
2001-02 THROUGH 2003-04 SCHOOL YEARS

EMPLOYEE CATEGORY	2001-02	2002-03	2003-04
Central Office	8	4	10
Building Services	1	3	2
Technology	1	7	8
Transportation	24	23	22
Food Service	12	19	14
Custodian	9	13	10
Teacher Assistants	12	11	13
Security	2	0	0
Clerical	5	6	4
Instructional Personnel	81	89	98
TOTAL	155	175	181
PERCENTAGE OF ALL EMPLOYEES	13.5%	14.2%	14.5%

Source: WJCC Human Resource Department, 2005.
[1]Data through January 2005.

When an employee terminates his/her employment with WJCC, no official exit survey has been offered to date, although one is planned for the current year. Instead, informal telephone calls have been made by either the Human Resources Director or a coordinator to the former employee to gather pertinent information regarding the person's reason for leaving. Moreover, the division has not compiled the information gathered from these phone calls into a format that might be useful for further analysis.

RECOMMENDATION

Recommendation 3-11:

Create an exit survey, ensure that every employee who departs WJCC completes an Exit Survey, and submit an annual report of this information to the Superintendent and WJCC School Board.

An Exit Survey will provide viable information regarding why employees are leaving the school division. This information will enable the Human Resources Director to determine what steps should be taken in order to correct existing problems and to provide incentives for attracting and retaining new employees in WJCC.

The Human Resources Director should meet with the Human Resources coordinators to develop a set of questions that will provide the most relevant information for the Human Resource Department and to determine the most appropriate system of delivery for the Exit Survey. The survey should not be more than one page in length.

This process should be in place at the beginning of the 2005-06 school year.

FISCAL IMPACT

This recommendation can be implemented with a minimal expense for printing the surveys.

FINDING

WJCC uses an automated process to find substitutes when employees are absent. WJCC uses a program called "SubFinder" to automate the process of finding substitutes for teachers, teacher assistants, and special education aides. SubFinder is accessed through the Internet with the use of a last name and a PIN. Currently, there are approximately 400 names in the system as substitutes.

When a substitute is required, the employee can enter the necessary information into SubFinder in one of three ways:

- the employee can enter the information and let the system choose a substitute;

- the employee can request a particular substitute from the system; or

- the employee can make prearrangements with the substitute and enter the information into SubFinder up to 90 days in advance.

The third option is especially helpful when making preparations to attend a conference or an appointment, when the teacher knows well in advance that she will be out. After all the information is entered, SubFinder calls the substitute at the appointed time.

Each morning prior to the start of the school day, a Human Resources staff member checks SubFinder to ensure that all positions have been filled for that day. If there are

any vacancies, telephone calls are made until a qualified substitute is found. After all positions are filled, each school is sent via e-mail a list of the substitutes to expect for that day. All substitutes are given a badge like WJCC employees when they are hired and are expected to wear it when working for WJCC.

Each summer, the SubFinder system is purged by CRS, the company who owns and manages SubFinder. WJCC mails every substitute from the previous school year a package of forms to complete with their current information. When the completed forms are received, the information is entered into SubFinder and into IFAS for payroll, and the hard copy forms are filed in the individual personnel files.

WJCC accepts applications for substitutes from August through April, and WJCC provides substitute training approximately every two weeks from August to May. The comprehensive substitute training packet includes several directives regarding how to use SubFinder, Webconnect Users Guide for Substitutes, employment/pay procedures letter, profile sheet, "Substitute FAQs," and a handbook for substitute teachers, substitute teacher assistants, and special education aides. The training packet also includes the business card of the Human Resources contact for substitutes.

COMMENDATION

Williamsburg-James City County Public Schools is commended for using the SubFinder System, developing a comprehensive substitute packet, and providing regular substitute training throughout the school year.

3.4   *Employee Compensation and Job Classifications*

A job classification system is an essential element in the effective administration of a school system and is a fundamental management tool for determining position standards, job descriptions, and equitable compensation plans. It should provide a fair, equitable, and accountable appraisal system to improve employees' performance and should give direction for employees' professional growth. It also guides administrative decisions regarding employees' retention.

3.4.1 *Employee Compensation*

In order to attract and retain competent and highly qualified personnel, a school system must offer competitive salaries and benefits. Effective salary administration ensures fair and equitable treatment for all employees and enables school district employees to understand how their salaries are determined.

WJCC offers a comprehensive package of benefits for employees. The school division pays a portion of the medical and dental coverage options. For example, for employees only, WJCC pays $400 of the monthly premium of $437 for Key Advantage (Expanded Benefits) and pays $366 of the monthly premium of $403 for Cost Alliance. This leaves a monthly cost of $37 for full-time or part-time employees for either program. Both Key Advantage and Cost Alliance include coverage for medical, prescription drug, dental, employee assistance, and mental health coverage. Key Advantage also includes vision benefits. A comparison of the two plans is included in the employee package so that the

employee can decide which plan meets his/her needs better. On the Delta Dental Plan, WJCC pays the entire $32.74 monthly premium for employee only.

WJCC also offers other benefits. There is a Flexible Benefit Plan in which employees can participate, and there are life insurance options and long-term disability insurance that employees can purchase. There is a Tuition Assistance Program offered to all WJCC employees. This program offers tuition assistance to employees who are going to enroll in a course that is directly related to the employee's position assignment or is a course that will satisfy requirements for certification or recertification of a teacher's assignment or advancement toward a professional degree.

Exhibit 3-11 shows a comparison of peer districts. WJCC is slightly below the average of the peer districts in actual average teacher salary for 2003. In the city/county per capita income, Williamsburg-James City is the third highest in the group and is approximately 16.4 percent above the average. In the median household income category, Williamsburg-James City is again approximately 16.4 percent above the average for the peer school divisions.

EXHIBIT 3-11
ANNUAL AVERAGE TEACHER SALARIES
PEER SCHOOL DIVISIONS
2003 FISCAL YEAR

SCHOOL DIVISION	2003 ACTUAL AVERAGE TEACHER SALARY[1]	CITY/COUNTY PER CAPITA INCOME[2]	CITY/COUNTY MEDIAN HOUSEHOLD INCOME[2]
Williamsburg-James City County	**$43,366**	**$31,076**	**$59,053**
Albemarle County	$40,532	$30,647	$53,906
Alexandria City	$53,416	$39,987	$59,541
Charlottesville City	$44,265	$18,029	$32,936
Falls Church City	$50,868	$43,606	$79,585
Fauquier County	$43,374	$30,546	$65,856
Fredericksburg City	$41,385	$22,866	$36,737
Hanover County	$38,911	$26,683	$62,907
Harrisonburg City	$40,295	$15,825	$31,812
Manassas City	$49,044	$25,974	$64,167
Montgomery County	$37,390	$18,139	$34,341
Roanoke County	$44,139	$26,170	$50,656
Winchester City	$42,363	$21,775	$36,471
PEER SCHOOL DIVISION AVERAGE	**$43,832**	**$26,687**	**$50,743**

Sources: Virginia Department of Education, Web site, 2005, www.census.gov, and www.ssa.gov.
[1]Includes librarians and guidance counselors.
[2]US Census Data of 2000 used with cost of living adjustments for 2001 through 2003 based on the United States Social Security Office figures.

When WJCC administrators, principals, and teachers were asked about salary levels in the MGT survey, the results were only moderately favorable overall. As shown in Exhibit 3-12, 46 percent of the administrators, 67 percent of the principals, and 53 percent of the teachers *agree* or *strongly agree* that WJCC salary levels are competitive. With regard to the salary level being adequate for the level of work and experience, 61 percent of the

administrators *agree* or *strongly agree* that the level is adequate, but only 21 percent of the principals and 33 percent of the teachers *agree* or *strongly agree* with this statement.

EXHIBIT 3-12
COMPARISON SURVEY RESPONSES
WITHIN WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD)		
	ADMINISTRATORS	**PRINCIPALS**	**TEACHERS**
4. Salary levels in Williamsburg-James City County Public Schools are competitive.	46/38	67/12	53/31
5. My salary level is adequate for my level of work and experience.	61/31	28/45	33/55

[1]Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

In 2004, WJCC contracted with a firm to conduct a compensation study. The two areas reviewed were:

- base salaries; and
- academic and athletic stipends.

The study found that WJCC salary ranges for administrative and support services trailed neighboring school divisions and local public employers by approximately 7.5 percent. A chart of recommendations for salary ranges was included in the final report, in addition to a recommendation to review the salary ranges every two years to determine if any adjustments need to be made to keep WJCC salaries competitive. Upon observation of the 2004-05 administrative and support salary schedule, MGT consultants noted that WJCC adopted the competitive salaries as recommended in the study.

FINDING

Results of the external compensation study released in January 2004 recommended more competitive academic and athletic stipends to regain competitiveness with neighboring school divisions. Upon examination of the current stipends, MGT consultants noted that many of the stipends had been adjusted as was recommended. The compensation study estimated that the cost to the school division to increase stipends would be average increase of 10.25 percent.

Thirty-one (31) of the 67 WJCC stipends compared in the salary stipend survey were adjusted to be more competitive. The average increase was approximately 10.56 percent, which is slightly greater than the estimated cost noted in the compensation study. With the exception of four positions, MGT found that the current stipend for positions not receiving stipend increases either fell within the average market range or exceeded the average market range. The four exceptions are assistant girls' track, assistant wrestling, boys' volleyball, and girls' volleyball. Of these positions, the stipend fell below the minimum of the average market range by just 0.7 percent to 3.5 percent.

COMMENDATION

Williamsburg-James City County Public Schools is commended for making adjustments in academic and athletic stipends to become more competitive with neighboring school divisions, as recommended by a recent compensation study.

3.4.2 *Job Classifications*

Well-defined job classifications are vital to effective personnel administration of a school system. Job classifications guide employers in determining job standards, responsibilities, and expectations in addition to establishing equitable compensation plans for all employees.

FINDING

During the 2003-04 school year, the school board reclassified several positions from support to administrative on the salary schedules. The administrative salary schedule now includes assistant principals, principals, supervisors, directors, and assistant superintendents. WJCC staff indicated that the rationale for choosing specific positions to be reclassified was related to the particular position's divisionwide impact and the position to which it reports. For example, the position of supervisor has divisionwide responsibilities and reports to a director. The position of director has divisionwide responsibilities and reports to the superintendent or an assistant superintendent. The position of coordinator is a central office position with responsibilities for a specific area and reports to a director.

In reviewing the salary schedule, there are two positions that have divisionwide responsibilities and report to a director, but are not on the administrative salary schedule. These positions are Supervisor of Maintenance and Supervisor of Child Nutrition Services. The Supervisor of Child Nutrition Services oversees the school food service program for the entire school division, including the personnel management, equipment, purchasing, and financial status of the food service program. The Supervisor of Maintenance manages the activities of employees engaged in operating and maintaining facilities and equipment in school division buildings. Both of these supervisors report to the Director of Building Services.

The positions of Supervisor of Child Nutrition Services and Supervisor of Maintenance meet the same criteria as the other supervisor positions, but are not included in the same salary schedule. According to the salary schedules, both positions receive Fortis, the long-term disability insurance, as a part of their contract, and the salaries lie within the established salary range for the administrative grade. All supervisors are found at the Administrative Grade 04.

RECOMMENDATION

Recommendation 3-12:

Reclassify the positions of Supervisor of Child Nutrition Services and Supervisor of Maintenance to the administrative salary schedule.

In order to maintain equity and fairness, all job classifications must be clearly defined, and all positions must be assigned to the appropriate classification.

This recommendation should be implemented no later than July 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The persons in the two positions to be reclassified are already receiving salaries in the range adopted for the administrative job classification and are also receiving Fortis, the disability insurance offered to administrative positions.

3.5   *Teacher Certification and Professional Development*

To maintain a competent and quality workforce, the school division must ensure that certain educational components are in place. These components include appropriate licensing of professional staff; a fair and equitable appraisal system for all employees; and, a comprehensive professional development program tied to the mission and goals of the school division.

3.5.1 *Teacher Certification*

In June 1995, the Virginia School Board adopted the new Standards of Learning (SOL) which set targets and expectations for what teachers should be teaching and what students should be learning. With these new guidelines, it was necessary to institute personnel licensure regulations aligned with SOL in order to maintain high standards of professional competence.

Teachers in the Commonwealth of Virginia are licensed with the Virginia Department of Education (VDOE).   The department issues seven types of licenses for school personnel. They are:

- Collegiate Professional License;
- Postgraduate Professional License;
- Technical Professional License;
- Provisional License;
- Special Educational Conditional License;
- Pupil Personnel Services License; and
- Divisional Superintendent License.

Licenses are effective from July 1 of the school year in which the application for a license is made. The Collegiate Professional License, Postgraduate Professional License, Technical Professional License, Pupil Personnel Services License, and Divisional Superintendent License are valid for five years and may be renewed prior to the end of the fifth school year. To renew a license, 180 professional development points must be completed and may be earned from any of a variety of activities outlined in 8 VAC 20-21-100 (e.g., college credit, professional conference, peer observations, educational travel, curriculum development, or publication of an article or book).

FINDING

The division maintains a responsive and automated process for teacher licensure and relicensure.

In WJCC, one of the coordinators in the Human Resources Department is responsible for teacher licensure and renewal. The coordinator ensures that all newly hired teachers are licensed or are taking the necessary steps toward licensure. The coordinator also acts as an advisor to teachers in choosing courses to satisfy the licensure renewal or add-on requirements and disseminates information to teachers from VDOE regarding licensure changes. For example, all teachers are now required to take a class relating to child abuse recognition and intervention training. On the WJCC Web site, there is a training module especially for teachers that will satisfy this requirement after completion of the module.

Each school has a staff member who is a license advisor. This person acts as the liaison between Human Resources and the teachers in his/her school whose licenses are up for renewal during that school year.

All WJCC renewal requests are processed on-line by the Licensure Coordinator in the Human Resources Department. As a bonus for teachers seeking relicensure, WJCC provides an on-line resource called a "Relicensure Manual" that will assist teachers in understanding the relicensure process in Virginia.

COMMENDATION

Williamsburg-James City County Public Schools is commended for providing on-line resources on teacher licensure and a completely on-line process for relicensure.

3.5.2 _Professional Development_

Effective staff development needs to be coordinated and articulated throughout the school system, aligned to the goals of the system, and periodically assessed to measure outcomes.

FINDING

WJCC offers a myriad staff development opportunities to meet the needs of its employees. The WJCC Web site provides a section exclusively devoted to staff development information. The Web site includes an explanation of the staff development program as well as a list of staff development opportunities offered by WJCC, on-line resources with links, and contact information to the Director of Curriculum and Staff Development.

As shown in Exhibit 3-13, WJCC administrators are generally more positive regarding the staff development opportunities in the division than are administrators in other divisions. WJCC teachers rate the staff development opportunities as about the same as teachers in other divisions.

EXHIBIT 3-13
COMPARISON SURVEY RESPONSES
WITHIN WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PART C	(%G + E) / (%F + P)			
	WJCC ADMINISTRATORS	**ADMINISTRATORS IN OTHER DISTRICTS**	**WJCC TEACHERS**	**TEACHERS IN OTHER DISTRICTS**
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.	74/23	64/33	57/42	57/42
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.	61/23	57/40	28/15	33/27

[1]Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.*

As shown in Exhibit 3-14, a higher percentage of WJCC administrators rated the function of staff development as *adequate* or *outstanding* than did administrators in other divisions. In contrast, a somewhat lower percentage of WJCC teachers rated staff development as *adequate* or *outstanding* than did teachers in other divisions.

EXHIBIT 3-14
COMPARISON SURVEY RESPONSES
WITHIN WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PART G: SCHOOL DISTRICT PROGRAM/ FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT		**/** % ADEQUATE + OUTSTANDING[1]	
	WJCC ADMINISTRATORS	**ADMINISTRATORS IN OTHER DISTRICTS**	**WJCC TEACHERS**	**TEACHERS IN OTHER DISTRICTS**
o. Staff development	29/71	44/53	51/43	43/50

[1]Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

The division offers numerous opportunities for professional development to WJCC employees. In addition to the orientation for new employees, WJCC offers a variety of other activities for employees. For example, WJCC hired VQI, Inc., to provide training and group facilitation services for the Department of Building Services. Beginning in Fall 2000 and continuing through the Winter 2004, VQI provided training in areas such as leadership, communication skills, team building, problem solving, and conflict management. These sessions were provided to Head Custodians, Four Service Managers, and Lead Maintenance personnel.

Personnel in Maintenance have also received training in areas such as asbestos, OSHA safety procedures, forklifts, CDL licenses, playground safety, and air quality/molds. Some training was provided in-house, and other sessions were conducted by outside organizations.

Several WJCC employees are involved in SELF-Shaping Effective Leadership for the Future. This program is a joint venture between WJCC schools and the City of Williamsburg.

WJCC provides a variety of curriculum-based professional development activities during contract hours and after hours. Some of the topics are designed especially for teachers in specific areas such as reading, Grades 6-12 English, etc. Various workshops in technology have been offered, some that qualified for graduate course credit. On-line registration is available for these workshops.

Administrators in WJCC are also offered a variety of professional development activities. Some are intended for present and potential administrators. Some of these opportunities include the Administrative Leadership Academy, William and Mary Educational Leadership Master's and Licensure Cohort Program, and the WJCC Leadership Seminar. Through these opportunities, administrators can participate in activities ranging from keeping current with legislative issues pertinent to school administrators to pursuing certification to become a WJCC administrator.

WJCC offered SOL Mini-grants in the amount of $5,000 per school during the 2004-05 school year. These grants were for building-level development activities, and guidelines for the use of the money were established. Schools had to apply for the grant, and as soon as the grant was approved, the money was available. Some of the approved activities are sending teachers to conferences, hiring consultants to work with the staff, having teachers disaggregate data attending staff development activities after school hours, and purchasing materials to train teachers.

Division staff provided MGT with numerous pages of "Registration Session Statistics" printed from the Electronic Registrar On-line. A variety of important information was provided for individual workshops, including the number of registrants by type (e.g. PK-5) and by classification (e.g., Elementary, Spec Ed, Math, Student Support).

However, the division is not adequately compiling the results of the staff development offered. The information from the Electronic Registrar On-line that MGT reviewed provides some of the information necessary for a school division to manage an effective staff development program. For example, information was listed by individual workshops and included the number for registered attendants. However, the number of actual attendants was not given.

RECOMMENDATION

Recommendation 3-13:

Compile all the data from staff development activities offered by Williamsburg-James City County Public Schools into a comprehensive database.

A comprehensive database will give the school division immediate access to a diversity of information relating to division-sponsored staff development activities. The database should include at least the following information:

- name of activity;
- identifier number of activity;

- date activity held;
- location of activity;
- name of facilitator;
- names of participants;
- classification of participants;
- location assignments of participants; and
- cost to school division.

With a database, the division should be able to query specific information regarding staff development. For instance, the division could query all teachers classified as technical specialists and view all the workshops attended by technical specialists. Or, the division could query all the workshops offered on technology in the classroom to gather information on these workshops for planning purposes. Also, the division could show all staff development activities by month for the school year. With a category for participant names, the division could query a particular employee to confirm the activities he/she has attended.

By including a column for cost, the division should be able to determine the cost-effectiveness of each activity. This information should be useful in planning as well as budgeting for subsequent school years.

Another feature that could be added to the database is a column indicating whether or not the activity is required by the Virginia Department of Education. This component will allow the division to stay abreast of which employees have completed required courses and will assist the division in ensuring that WJCC is offering critical staff development activities for certification.

The development of the database should begin immediately and be implemented with the beginning of the 2005-06 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.0 FINANCIAL MANAGEMENT

4.0 FINANCIAL MANAGEMENT

This chapter provides a summary of financial management functions in Williamsburg-James City County Public Schools (WJCC). The five major sections of this chapter are:

4.1   Financial Operations
4.2   Budgeting
4.3   Activity Funds
4.4   Risk Management
4.5   Fixed Assets

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

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 Commonwealth of Virginia uses a local composite index to distribute state aid. The local composite index 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 deemed to be to fund public education.

CHAPTER SUMMARY

The financial functions in Williamsburg-James City County Schools are performed by the Finance Office staff who receive high praise from division administrators and principals, as well as county and city finance administrators that interact with the staff. Finance Office staff, managed by the Business Manager, perform their duties in a manner that has enabled the division to receive the Association of School Business Officials "Certificate of Excellence in Financial Reporting" and the "Certificate of Achievement for Excellence in Financial Reporting" from the Government Finance Officers Association for five consecutive years. The division has also improved its budget document to the point where it has been submitted to the Association of School Business Officials for possible recognition, just as its financial reports have.

The independent audits for 2002-03 and 2003-04 conducted on WJCC'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

Finance Office staff are well coordinated with staff of other departments such as the Purchasing Office, Human Resources Office and the Operations Office, which performs certain financial functions in support of those performed by the Finance Office. Most processes are documented with well-written procedures that are being compiled into a consolidated procedures manual.

While the budget for WJCC has increased from $71.7 million in 2002-03 to $83.0 million in 2004-05 (a 15.8 percent increase), and while enrollment has increased from 8,653 in 2002-03 to 9,402 in 2004-05, an 8.6 percent increase, the staff of the Finance Office has remained unchanged with only 5.5 full-time equivalent positions performing accounting-related functions and two full-time equivalent positions performing purchasing functions. In fact, staffing for all administrative services under the Assistant Superintendent of Finance and Administrative Services including Finance, Purchasing, Technology, Transportation Services, and Building Services has increased from 59.5 FTEs in 2001-02 to 62.0 in 2004-05, an increase of only 3.5 FTEs.

Should enrollment continue to increase at a projected rate of over three percent a year and as the demand related to supporting that additional enrollment increases, it will be difficult for the Finance Office and other support services to continue providing the same level of service and oversight with the same staff. Although the division has an integrated financial management system that is used for almost all financial processes, further use of its capabilities will provide additional efficiencies and more timely information to cost center managers.

Introduction

WJCC, in consultation with the Governor's Office, selected 12 other divisions as their peer divisions for comparison purposes for this efficiency review. Exhibit 4-1 presents the WJCC and peer division local composite indexes for 2002-04 and 2004-06. In 2002-04, Williamsburg, along with Alexandria City and Falls Church City, had the highest composite index of .8000. 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 (SOQ) costs. James City County's composite index in 2002-04 was .6228, and is .5988 for the 2004-05 biennium.

Exhibit 4-2 presents a comparison of revenue per pupil for WJCC and the peer divisions for 2002-03. As can be seen, WJCC's total revenue per pupil of $8,711 is 6.1 percent higher than the state average of $8,186 but 7.6 percent less than the peer average of $9,425.

WJCC's local revenues per pupil of $5,998 are more than the state average of $4,232, but are less than the peer average of $6,100. Although Williamsburg has the highest local composite index of .8000, James City County's composite index of .5988 for 2004-06 is near the peer division's average as shown in Exhibit 4-1. James City County funds approximately 90 percent of WJCC's budget. WJCC's local revenue per student is more than seven of the peer divisions and less than the other five.

EXHIBIT 4-1
COMPARISON OF LOCAL COMPOSITE INDEX
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS
2002-04 AND 2004-06

SCHOOL DIVISION	2002-04	2004-06
Williamsburg-James City County	**.8000/.6228**	**.8000/.5988**
Albemarle County	.6220	.6054
Alexandria City	.8000	.8000
Charlottesville City	.5710	.6111
Falls Church City	.8000	.8000
Fauquier County	.5848	.6193
Fredericksburg City	.7011	.7005
Hanover County	.4756	.4539
Harrisonburg City	.5286	.4804
Manassas City	.4109	.4254
Montgomery County	.3875	.3877
Roanoke County	.4177	.3926
Winchester City	.5587	.8473
PEER DIVISION AVERAGE	**0.5715**	**0.5936**

Source: Virginia Department of Education Web site, 2005.

EXHIBIT 4-2
COMPARISON OF REVENUE SOURCES BY COST PER PUPIL
2002-03 FISCAL YEAR

LOCALITY	LOCAL	STATE AND STATE RETAIL AND USE TAX	FEDERAL	TOTAL
Williamsburg-James City County	**$5,998**	**$2,353**	**$360**	**$8,711**
Albemarle County	6,292	2,570	398	9,258
Alexandria City	10,728	1,786	694	13,208
Charlottesville City	7,395	3,156	841	11,391
Falls Church City	11,105	1,666	336	13,107
Fauquier County	5,396	2,673	316	8,385
Fredericksburg City	6,119	2,287	697	9,103
Hanover County	3,270	2,931	253	6,455
Harrisonburg City	5,120	2,964	658	8,741
Manassas City	4,777	3,648	320	8,744
Montgomery County	3,423	3,708	542	7,673
Roanoke County	3,916	3,464	319	7,699
Winchester City	5,661	2,930	740	9,331
PEER AVERAGE	**6,100**	**2,815**	**510**	**9,425**
STATE AVERAGE	**4,232**	**3,391**	**564**	**8,186**

Source: Virginia Department of Education Web site, 2005.

Exhibit 4-3 compares WJCC disbursements for 2002-03 to the average for the 12 peer divisions. As the exhibit shows, WJCC's:

■   total disbursements per pupil of $9,219 is less than the peer average of $10,259;

■   disbursements for administration of $256 is less than the peer average of $287;

■   disbursements for facilities of $157 is less than the peer average of $775;

■   disbursements for instruction of $6,010 is less than the peer average of $6,353;

■   disbursements for transportation of $524 is more than the peer average of $396; and

■   disbursements for technology of $568 is more than the peer average of $328.

EXHIBIT 4-3
DISBURSEMENTS PER PUPIL BY CATEGORY
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS
2002-03 SCHOOL YEAR

	WJCC		PEER DIVISION AVERAGES	
DISBURSEMENT CATEGORY	**DISBURSEMENTS**	**PER PUPIL COST**	**DISBURSEMENTS**	**PER PUPIL COST**
Administration	$2,185,067	$256	$2,204,561	$287
Attendance and Health Services	$2,178,192	$255	$1,223,526	$159
Pupil Transportation Services	$4,474,570	$524	$3,043,402	$396
Operation and Maintenance Services	$7,198,785	$843	$6,068,960	$790
Facilities	$1,339,096	$157	$5,948,682	$775
Technology	$4,847,010	$568	$2,515,939	$328
Instruction	$51,295,744	$6,010	$48,793,991	$6,353
Summer School	$505,952	$59	$308,132	$40
School Food Services	$2,373,941	$278	$2,456,244	$320
Adult Education	$149,950	$18	$235,096	$31
Other Educational Programs	$2,138,723	$251	$963,787	$125
Debt Service and Transfers	$0	$0	$5,028,868	$655
TOTAL DISBURSEMENTS	**$78,687,030**	**$9,219**	**$78,791,188**	**$10,259**

Source: Virginia Department of Education Web site, 2005.

Comparisons of WJCC receipts for 2002-03 to the average of the 12 peer divisions are shown in Exhibit 4-4. As can be seen, WJCC receives more funds from city, towns and county funds than the peer average and less from state sales and use tax, state funds, federal and other funds than the peer average.

EXHIBIT 4-4
RECEIPTS BY FUND SOURCE
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS
2002-03 SCHOOL YEAR

	WJCC		PEER DIVISION AVERAGES	
RECEIPT SOURCE	**AMOUNT**	**PERCENT OF TOTAL**	**AMOUNT**	**PERCENT OF TOTAL**
State Sales and Use Tax	$5,973971	7.7%	$5,443,518	6.7%
State Funds	$15,573,427	20.0%	$18,799,416	23.3%
Federal	$3,267,353	4.2%	$3,922,871	4.8%
City, Town and County Funds	$51,024,887	65.3%	$46,744,143	57.9%
Other Funds	$2,188,838	2.8%	$2,570,553	3.2%
Loans, Bonds, Etc.	$8,047	0.0%	$3,280,602	4.1%
TOTAL RECEIPTS	**$78,036,523**	**100.0%**	**$80,761,103**	**100.0%**

Source: Virginia Department of Education Web site, 2005.

Exhibit 4-5 reflects the results of the MGT survey of WJCC administrators, principals, and teachers. The exhibit shows that a high percentage of both central office administrators and principals regard the operations of the division's financial management to be *adequate* or *outstanding*.

EXHIBIT 4-5
MGT SURVEY OF WJCC ADMINISTRATORS, PRINCIPALS, AND TEACHERS
ITEMS RELATED FINANCIAL MANAGEMENT

FUNCTION/GROUP SURVEYED	**NEEDS IMPROVEMENT OR MAJOR IMPROVEMENT**	**ADEQUATE OR OUTSTANDING**
Budgeting		
Administrators	8%	93%
Principals/Assistant Principals	11%	83%
Financial Management and Accounting		
Administrators	8%	92%
Principals/Assistant Principals	0%	95%
Risk Management		
Administrators	8%	61%
Principals/Assistant Principals	11%	61%

Source: Created by MGT, 2005.

Exhibit 4-6 reflects the results of the MGT survey of WJCC administrators and teachers with comparative responses from administrators and teachers in other school districts. In this exhibit, all administrator responses, including those of principals and assistant principals, are combined into one response pool. The comparison shows that, in every case, WJCC administrators responded with a higher percentage that the financial management operations were *adequate* or *outstanding* than other school districts. Teacher responses were only one percentage point lower for financial management and accounting and three percentage points lower for risk management than peer school districts. Statistically, neither of these variations is significantly lower.

EXHIBIT 4-6
MGT SURVEY OF WJCC ADMINISTRATORS AND TEACHERS COMPARED TO
THOSE IN OTHER SCHOOL DISTRICTS
ITEMS RELATED FINANCIAL MANAGEMENT

FUNCTION/GROUP SURVEYED	WJCC		OTHER SCHOOL DISTRICTS	
	NEEDS IMPROVEMENT OR MAJOR IMPROVEMENT	ADEQUATE OR OUTSTANDING	NEEDS IMPROVEMENT OR MAJOR IMPROVEMENT	ADEQUATE OR OUTSTANDING
Budgeting				
Administrators	10%	87%	45%	51%
Financial Management and Accounting				
Administrators	3%	94%	36%	58%
Risk Management				
Administrators	10%	61%	26%	58%

Source: Created by MGT, 2005.

The financial operations of WJCC are under the direction of the Assistant Superintendent of Finance and Administrative Services. The Business Manager is responsible for the functions associated with accounting, payroll, accounts payable, and also serves as the divison's risk manager. The Buyer is responsible for administering and overseeing the division's purchasing and contracting functions. Exhibit 4-7 presents the organization for the Finance Department, which includes both the Finance Office and Purchasing Office. Purchasing functions are discussed in Chapter 5 of this report.

COMMENDATION

The WJCC Finance Department is commended for its outstanding survey results when compared to other school districts given a similar survey by MGT.

4.1   *Financial Operations*

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.

EXHIBIT 4-7
FINANCE DEPARTMENT ORGANIZATION
2004-05 SCHOOL YEAR

```
                    ┌─────────────────────────────┐
                    │ Assistant Superintendent for │
                    │ Finance and Administrative    │
                    │ Services                      │
                    │ Secretary                     │
                    └─────────────────────────────┘
                              │
           ┌──────────────────┴──────────────────┐
   ┌───────────────┐                       ┌───────────┐
   │ Business      │                       │ Buyer     │
   │ Manager       │                       └───────────┘
   └───────────────┘                             │
           │                           ┌─────────────────────┐
   ┌───────────────┐                   │ Purchasing Specialist│
   │ Senior        │                   └─────────────────────┘
   │ Accountant    │                   ┌─────────────────────┐
   └───────────────┘                   │ Duplicating Specialist│
   ┌───────────────┐                   └─────────────────────┘
   │ Payroll       │
   │ Specialist    │
   └───────────────┘
   ┌───────────────┐
   │ Accounting    │
   │ Associate     │
   └───────────────┘
   ┌───────────────┐
   │ Accounts      │
   │ Payable       │
   │ Specialist    │
   └───────────────┘
   ┌───────────────┐
   │ Accounts      │
   │ Payable       │
   │ Specialist    │
   │ (part-time)   │
   └───────────────┘
```
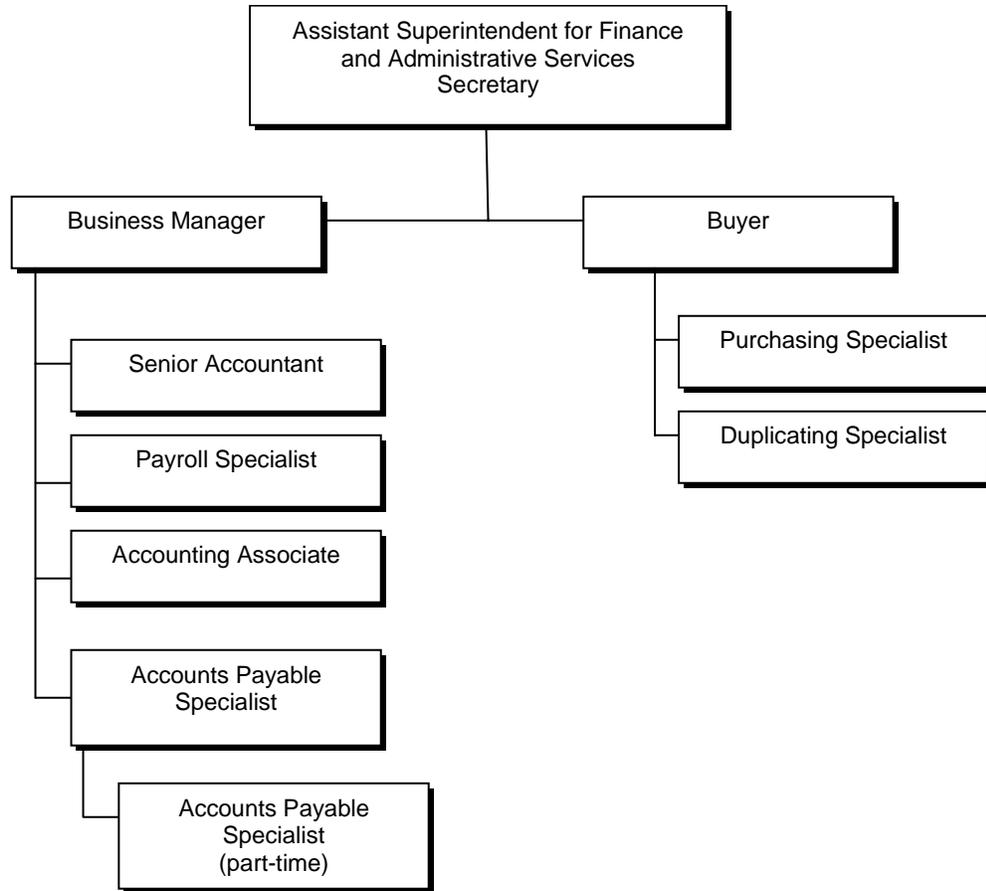
Source: WJCC Finance Office, February 2005.

School divisions require accurate and detailed payroll accounting to ensure that employees are paid for their services correctly and on time. Payroll is one of the division's most visible responsibilities. When an error occurs with an employee's check, it quickly becomes public knowledge.

FINDING

To assist school and department staff in better understanding how the Finance Department operates, as well as to provide a good reference for finance-related and other activities that impact employees and administrative staff duties, the WJCC Finance Department compiled a manual called *No Employee Left Behind – Everything You Always Wanted to Know about Finance…but were Afraid to Ask.*

The manual presents explanations on more than 80 topics for employees and administrative staff. The topics are listed in alphabetical order in the table of contents for easy reference, and include explanations on:

- employee and vehicle accidents;

- purchasing policy and procedures;

- payroll activities;

- leave types;

- fixed asset inventory processes;

- mail delivery;

- travel;

- workers' compensation; and

- many other topics that impact division employees and administrative staff duties.

In August 2004, the manual was presented and discussed at an orientation for all WJCC employees. The manual is a useful tool for administrative staff, to better understand the processes and requirements for various finance-related topics that impact their responsibilities, and also for all employees to better understand division policies that impact their leave and payroll.

COMMENDATION

The WJCC Finance Department is commended for developing *No Employee Left Behind,* a manual that provides employees with information on division polices and procedures, and administrative staff with guidelines to follow when performing their finance-related duties.

FINDING

Data entered in the personnel module of WJCC's Integrated Financial Accounting System (IFAS) regularly contains errors that can impact whether accurate payroll payments are made to division employees. The division's financial accounting system provides for an interface between the personnel module and the payroll module, but data entry errors made when entering information for employees when they are hired are causing incorrect information to be transmitted from the personnel module to the payroll module.

The division's IFAS contains both a personnel module and a payroll module. These modules are integrated and IFAS provides an efficient process to transmit employee data from the personnel system to the payroll system. Data on new employees are entered in the Personnel Office and electronically transmitted to the payroll system. This eliminates the same information from having to be manually entered in both systems. Employees of the Finance Office do not have the capability to add employees to the payroll system or to adjust salary amounts for employees; this can only be transmitted to the payroll system from the personnel system. Once data are entered into the personnel

system and the information transmitted to the payroll system, Finance Office staff verify the data entered into the system by comparing it to information contained on Personnel Action Notice forms or from information contained in employee contract documents.

This process, requiring employee information to be entered by personnel employees who do not have access to the payroll module, and requiring data to be reviewed by Finance Office staff, who do not have access to the personnel module, provides for a strong internal control. However, the efficiency of this process and the possibility for inaccurate payments to employees, along with other ramifications such as incorrect insurance provided to employees, is being jeopardized by numerous errors made when data are initially entered for new employees. The review by Finance Office staff of information entered into the personnel module and transmitted to the payroll system routinely identifies data entry errors that have to be corrected. When errors are identified by Finance Office staff, they are sent to the Personnel Office for correction, using what the division refers to as a green sheet or an e-mail is sent describing the corrections needed. The corrections must be made by the Personnel Office since Finance Office staff does not have access to the personnel module.

Once the data entry errors are corrected by the Personnel Office, the Finance Office checks the corrections and the information is then accepted for use in the payroll module. Although the Finance Office has not kept track of the errors with a systematic method, MGT was able to review the payroll records for February 2005. In that month, the regular monthly payroll contained 11 new employees. Data entered for eight of these employees contained some form of error.

Periodic meetings have been held and attended by Human Resource coordinators and Finance Office payroll staff in an effort to reduce the number of data entry errors made, but the meetings have not been successful in significantly reducing the number of data entry errors. The Assistant Superintendent of Finance and Administration is aware of the problem and stated that additional attention is needed regarding this issue.

Accurate payments to WJCC employees is an extremely important function and it depends on the accurate recording of data such as hire date and other data that impact an employee's insurance and retirement benefits. Undetected errors that cause incorrect payments to employees are difficult to correct and are disturbing to employees. Data entry errors cause unnecessary time to be expended making corrections, and these errors reduce the efficiency gained from having an integrated system intended to provide efficiencies.

RECOMMENDATION

Recommendation 4-1:

Provide training to Human Resources Department staff to reduce data entry errors.

The Assistant Superintendent for Finance and Administrative Services and the Human Resources Director should review the training provided to Human Resources coordinators pertaining to entering personnel and payroll information into the personnel module of IFAS. Additional training should be provided to the coordinators to ensure they understand how data are to be entered and verified prior to completing the data

entering process. Additional training provided to the Human Resources coordinators, along with emphasizing the importance of accuracy of the data, will reduce the occurrence of errors.

The implementation of this recommendation should begin immediately with the Assistant Superintendent for Finance and Administrative Services and the Human Resources Director meeting to determine why errors are being made.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. It is likely that the implementation of this recommendation will reduce time spent by salaried employees on correcting data entry errors and will free those employees to complete other tasks.

FINDING

WJCC does not charge all allowable costs to the Food Services Fund, thus decreasing the funds available in the division's General Fund for education purposes. For example, utility costs for the division's cafeterias and other allowable costs are paid from the General Fund when they could be paid for with Food Service Funds.

Utility costs for cafeterias located within schools are not separately metered and thus utility companies do not invoice the cost of utilities for the cafeterias separately. When invoices for utility costs for the schools are paid, the division elects to charge the entire cost to the division's General Fund and the cafeteria portion is not allocated to the Food Service Fund.

The WJCC Building Services Department is called upon to repair food service equipment, clean the cafeterias, and perform other maintenance issues at the cafeterias. Repairs to cafeteria equipment are provided by Building Services Funds and replacement equipment is often paid for by the Building Services budget, which is funded by the General Fund. Custodians assist with the cleanup of the cafeterias, but their time is not charged to the Food Service Fund.

All workers' compensation costs are paid from the General Fund. Also, the division has not developed a cost allocation process for support functions such as the Finance Office and Human Resources Department so that the prorata share of their costs can be identified and charged to the Food Service Fund.

The division's school kitchens occupy a total of 31,866 square feet of space in the 12 campuses for which utilities are paid from the WJCC General Fund. Exhibit 4-8 shows the square footage of the school kitchens. Space used by students when eating their meals is not shown, since it is also used for other school-related activities.

Exhibit 4-9 presents the revenues, expenditures, and fund balance for the division's Food Service Fund for the 2002-03 and 2003-04 school years. The Food Service Fund had a balance of $190,119 at end of the 2003-04 school year, which increased by $67,249 during the year.

**EXHIBIT 4-8
WJCC KITCHEN SQUARE FOOTAGE
2004-05 SCHOOL YEAR**

KITCHEN LOCATION	SQUARE FOOTAGE OF SPACE
Clara B Baker Elementary	1,848
Rawls Byrd Elementary	1,600
DJ Montague Elementary	2,016
Norge Elementary	2,600
Matthew Whaley Elementary	2,520
James River Elementary	2,992
Stonehouse Elementary	3,100
Berkeley Middle School	2,173
James Blair Middle School	1,421
Toano Middle School	2,592
Lafayette High School	4,480
Jamestown High School	4,524
TOTAL	**31,866**

Source: Williamsburg-James City County Public Schools, Building Services Department, 2005.

**EXHIBIT 4-9
WJCC FOOD SERVICE FUND
2002-03 AND 2003-04 SCHOOL YEARS**

CATEGORY	2002-03	2003-04
Fund Balance at Beginning of the year	**$189,093**	**$190,119**
Revenues	$2,370,148	$2,595,999
Expenditures	$2,369,122	$2,525,750
Excess of revenues over expenditures	$1,026	$67,249
Fund Balance at End of Year	**$190,119**	**$257,368**

Source: Williamsburg-James City County Public Schools, Comprehensive Annual Financial Report, 2003 and 2004.

By not identifying all costs incurred for operating the division's Food Service Department, including those for utilities, workers' compensation, building services and support costs, the division does not have accurate cost data to show the true cost of running the Food Service Department. The WJCC General Fund is subsidizing the Food Service Department by incurring costs in the General Fund that could otherwise be used for instructional programs. This will become even more critical should the school division choose to outsource the food service operation.

RECOMMENDATION

Recommendation 4-2:

Identify all costs incurred for the Food Service Department and charge the Food Service Fund for utilities and other allowable operating costs should WJCC outsource this service.

The Business Manager should develop a process to ensure that all costs are identified for the Food Service Fund. Utility costs incurred by the cafeterias should be allocated based on a cost-per-square footage basis and workers' compensation costs, as well as indirect support costs associated with central office services, and costs incurred by the Building Services Department should be identified when incurred.

The Business Manager should, at a minimum, develop a process to charge the Food Service Fund for utility and building services costs, which will result in more funding available to the General Fund for education needs. The implementation of this recommendation should be completed if WJCC chooses to outsource its food service operation.

FISCAL IMPACT

The Director of Building Services estimates that approximately $65,000 a year is expended from the Building Service's budget that supports the Food Service Fund. In 2003-04, WJCC expended $1,716,614 for utility costs from its General Fund for approximately 1.4 million square feet of space, an average cost per square foot of $1.23. Charging the Food Service Fund for the estimated cost of utilities for its 12 kitchens will increase annual funding available in the division's General Fund by $39,195 ($1.23 average cost per square footage x 31,866 square footage of cafeteria space = $39,195). The total annual increase to the General Fund for utilities and building services costs is ($39,195 plus $65,000) = $104,195.

Additional funding for the division's General Fund can also be made available when workers' compensation, and the allocation of support costs are charged to the Food Service Fund. Costs other than for utilities and building services are not shown since additional funding will be needed in the Food Service Fund to pay for the costs. Management decisions will be necessary to provide additional funds in the Food Service Fund to pay for its share of all operating costs by raising meal prices or by reducing primary operating costs for salaries and food items.

This recommendation should be implemented if WJCC determines it wants to outsource its food service operation. It should be noted, however, that last year's profit was $67,249, so full allocation of these expenditures out of the food service fund would likely result in increased meal prices.

FINDING

WJCC uses an automated financial system by Sunguard referred to as IFAS, but does not provide cost center managers access to the system, electing to only provide them with hard copies of monthly reports. The division has 32 cost centers that the annual operating budget allocates funds to for control and information purposes. Each of the 32 cost centers are assigned a specific division employee by name to serve as the manager who is responsible for managing the funds that have been budgeted to that cost center.

Exhibit 4-10 lists the cost centers.

EXHIBIT 4-10
WJCC COST CENTERS
2004-05 SCHOOL YEAR

COST CENTER	COST CENTER
K-12 School Board	Minority Achievement
Preschool Programs	Media $ Technology
Clara Byrd Baker Elementary	Career & Technical
Rawls Byrd Elementary	Gifted & Talented
DJ Montague Elementary	Title I Services
Norge Elementary	Special Education
Matthew Whaley Elementary	Services
James River Elementary	Health/Homebound
Stonehouse Elementary	Services
Berkeley Middle School	Executive Services
James Blair Middle School	Communication Services
Toano Middle School	Human Services
Lafayette High School	Finance/Business
Alternative Education	Technology
Jamestown High School	Transportation
Academic Services	Building Services
Student Services	

Source: Williamsburg-James City County Public Schools, Adopted
Operating Budget, 2004-05.

IFAS captures a great amount of financial data on a daily basis that is used to produce a number of standard reports. Each month, cost center managers are provided hard copies of a set of reports to assist them in reviewing their budgets and other financial-related management responsibilities. Twenty-three (23) separate reports are prepared after the end of each month for distribution to cost center managers in hard copy form. Not all cost center managers receive copies of each of the reports, since their cost center does not have financial data presented in all reports. The types of reports provided include:

- Expenditure Summary Reports
- Vendor Payment Reports
- Open Purchase Order Reports
- Journal Entry Reports
- Void Check Transactions
- Cash Receipt Transactions
- Special Reports.

Although hard copy reports are not very costly to produce, they do not provide cost center managers with the ability to access up-to-date data contained in IFAS in an automated format. At least one department has purchased Quicken software and is attempting to record financial data for their department in it so they can have current information without having to wait until the end of the month for data that are sometimes over 30 days old.

The use of independent accounting software by departments is inefficient. In many cases, duplicative systems result in incorrect management decisions because the separate systems do not include complete or accurate financial data.

The Finance Office, which has access to the data in IFAS, was able to quickly provide the MGT review team with requested information by downloading data from IFAS into an Excel spreadsheet and then arranging and sorting the data into the form needed. This same capability would enable cost center managers to electronically access the financial data pertaining to their cost centers and then use the data to manage their budgets and to complete analyses to better manage their programs.

COMMENDATION

The WJCC Finance Department is commended for its extensive financial data which are easily accessible.

RECOMMENDATION

Recommendation 4-3:

Provide cost center managers with electronic read-only access to financial data.

Cost center managers should have read-only access to financial data pertaining to their particular cost centers. This action will provide them with current data during the month and they will no longer have to wait until the end of the month for hard copy reports. This enhancement will also eliminate special requests to the Finance Office for interim hard copy reports.

The Business Manager should coordinate a process that will enable cost center managers to have read-only access to the financial data pertaining to their budget oversight responsibilities. Once access has been provided, the Senior Accountant in the Finance Office should conduct a training session for cost center managers to instruct them on how to access data in IFAS and how the data can be downloaded to a database or spreadsheet for analysis purposes. All cost center managers should be required to attend this training.

The implementation of this recommendation should be completed by July 2005 so that access can be provided to cost center managers for the beginning of 2005-06 school year.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The division is not taking advantage of readily available county equipment to reduce staff time spent processing payroll checks for mailing. James City County owns

equipment that enables paychecks to be folded, envelopes inserted with documents, and envelopes sealed, but WJCC staff is only using the folding equipment.

Approximately 1,400 employees are paid on the regular month-end payroll and approximately 600 other employees are paid on a supplemental payroll about the 15th of each month. Finance Office payroll officers process payrolls, checks are printed by the division, and then sent to the county to be signed by the County Treasurer. After checks receive the signature of the County Treasurer, they are returned to the custody of division staff, who then uses a county-owned machine to fold the payroll checks for envelope insertion. Although the county also has equipment that can insert the checks along with pay stubs into envelopes and seal the envelopes, the division does not take advantage of this option. To accomplish the inserting and sealing, the division uses a combination of Finance Office staff and temporary employees to complete the manual tasks, which reportedly takes between eight and 16 hours for each payroll period.

RECOMMENDATION

Recommendation 4-4:

Pursue the use of county equipment to reduce the amount of staff time spent inserting and sealing payroll envelopes.

Making use of the county equipment to insert payroll checks and stubs into envelopes and to seal envelopes will reduce between eight and sixteen hours a month of staff and temporary employees' time that is assigned to these tasks, thus making the time available for other critical duties.

Assuming the county is receptive to sharing equipment, the Business Manager should instruct the Payroll Specialist to work with county staff to develop a process using county equipment to reduce the amount of staff time necessary to insert and seal payroll envelopes.

The implementation of this recommendation should begin in July 2005 with the Payroll Specialist working with the county to develop the necessary process and coordination of the use of the equipment. The July 2005 payroll checks should be processed using the new system.

FISCAL IMPACT

The annual fiscal impact from the implementation of this recommendation is estimated to be $787 a year (8 hours for temporary worker x 12 months x $8.02 per hour for temporary worker).

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Use County Equipment for Payroll Envelopes	$787	$787	$787	$787	$787

4.2   Budgeting

A budget enables a school division to adequately maintain and control its financial resources.   Central office administrators, school administrators, department heads, teachers, and community members should 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 should consider general educational goals, specific program goals, and alternatives for achieving program goals.   Budget planning and evaluation should be a continuous process and should constitute a part of each month's activities.   Ideally, the budget should:

- 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; and

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

Budget estimates prepared by the WJCC Finance Office prove to be very accurate.   For 2003-04, total revenues were projected to be $78,005,016 and the actual received for the year was $78,512,252, a variance of only 0.6 percent.   Expenditures for 2003-04 were projected to be $78,005,016 and the actual was $77,583,333, a variance of only 0.5 percent.

Budgeted and actual amounts for revenues and expenditures for 2003-04 are shown in Exhibit 4-11.

FINDING

Budget documents are comprehensive and provide not only a substantial amount of summary data, but also detailed numbers and narrative that makes the division's budget easy to understand.   The division's budget process normally begins in October when the school board approves the budget calendar and ends seven months later in May with the board's approval of the final budget.

EXHIBIT 4-11
COMPARISON OF WJCC BUDGET ESTIMATES TO ACTUAL
2003-04 SCHOOL YEAR

DESCRIPTION	ORIGINAL BUDGET	AMENDED BUDGET	ACTUAL	VARIANCE FROM AMENDED FAVORABLE (UNFAVORABLE)	
				AMOUNT	PERCENT
Revenues:					
Intergovernmental:					
Local sources	$59,267,087	$59,267,087	$59,267,087	$0.0	0.0%
Commonwealth of Virginia	$15,392,503	$15,392,503	$15,723,947	$331,444	2.1%
Federal government	$2,927,683	$2,927,683	$2,905,714	($21,959)	(0.8%)
Chargers for services	$187,000	$187,000	$244,673	$57,673	23.6%
Miscellaneous	$230,743	$230,743	$370,831	$140,088	37.8%
Total Revenues	**$78,005,016**	**$78,005,016**	**$78,512,252**	**$507,236**	**0.6%**
Expenditures:					
General and administrative	$2,322,421	$2,318,322	$2,465,790	($147,468)	(6.0%)
Instruction	$55,577,238	$55,518,926	$54,917,786	$601,140	1.1%
Attendance and health services	$2,223,175	$2,237,487	$2,210,883	$26,604	1.2%
Improvement of instruction	$2,294,182	$2,328,973	$2,070,643	$258,330	12.5%
Pupil transportation	$4,206,315	$4,199,308	$4,297,263	($97,955)	(2.3%)
Operations and maintenance	$7,442,542	$7,442,646	$7,924,173	($481,527)	(6.1%)
Technology	$3,939,143	$3,959,354	$3,696,795	$262,559	7.1%
Total Expenditures	**$78,005,016**	**$78,005,016**	**$77,583,333**	**$421,683**	**0.5%**

Source: Williamsburg-James City County Schools, Comprehensive Annual Financial Report, 2003-04.

The budget document is well-organized into nine sections:

- budget introduction;
- budget summary information;
- revenues;
- expenditures;
- cost center allocations;
- supplemental information;
- statistical data;
- enrollment/staffing; and
- miscellaneous information.

Throughout the document there are charts, color graphs, and narrative that explain to the reader what the numbers actually mean. The document also contains a section on student enrollment history and a 10-year growth projection to inform the board and the public of future budget impacts that need to be remembered. It also has a section that ties the budget to the division's strategic plan and shows, by program, the applicable strategies, goals and objectives funded by each of the cost centers contained in the budget, along with a description of the program, recent accomplishments and objectives for the coming year. In the Supplemental Section of the budget document, which is not an official part of the general budget, there is a presentation of the division's capital improvement plan that shows planned projects for each school.

The 2004-05 budget document has been submitted to the Association of School Business Officials (ASBO) for review and evaluation for possible receipt of the Distinguished Budget Presentation Award. The division is confident that it will receive

favorable results, just as its comprehensive annual financial reports have received similar awards. GFOA established its budget award program in 1984 "to encourage governments to prepare budget documents of the highest quality to meet the needs of decision-makers and citizens." Criteria for the budget award include requirements in the areas of the policy document, financial plan, operations guide, and communication.

COMMENDATION

Williamsburg-James City County Public Schools is commended for a budget process that results in an informative and well-organized budget.

4.3 *Activity Funds*

The division 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 State 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 WJCC 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 has been assigned the responsibility for managing the activity funds for activities on their campuses and for maintaining required records.

Each school uses the Manatee Accounting Software to maintain the financial records for their activity funds. Exhibit 4-12 shows the activity for the 12 school accounts during the 2003-04 school year.

WJCC activity funds are audited each year by an outside auditing firm. Activity fund audit reports were reviewed for 2002-03 and 2003-04. Each audit report contains a section that lists audit findings and makes recommendations to improve the management of the funds. The audit reports did not include any significant findings, and the findings that were reported received prompt corrective action.

FINDING

Monthly activity fund reports are not consistently sent to the Finance Office in a timely manner for review and oversight by the Senior Accountant. Each school manages its own activity fund and uses the Manatee automated financial system to account for revenues and expenditures. Monthly reports are available in the automated system. Division policy requires a number of the reports to be sent to the Finance Office by the 10th of each month (but not later than the 15th) for review and oversight, but this provision is not being strictly enforced.

EXHIBIT 4-12
WJCC SCHOOL ACTIVITY FUNDS
2003-04 SCHOOL YEAR

SCHOOL	BALANCE AT JUNE 30, 2003	RECEIPTS	DISBURSEMENTS	BALANCE AT JUNE 30, 2004
Berkley Middle	$47,614	$150,550	$150,725	$47,439
Clara Byrd Baker Elementary	$53,624	$41,705	$34,355	$60,974
D.J. Montague elementary	$74,519	$22,666	$14,326	$82,859
James Blair Middle	$38,084	$60,472	$67,475	$31,081
James River Elementary	$20,956	$31,957	$41,568	$11,345
Jamestown High	$75,115	$486,957	$460,653	$101,319
Lafayette High	$167,949	$523,326	$517,364	$173,911
Matthew Whaley Elementary	$11,729	$53,768	$50,663	$14,834
Norge Elementary	$39,778	$53,899	$48,080	$45,597
Rawls Byrd Elementary	$19,175	$47,656	$44,073	$22,758
Stonehouse Elementary	$22,119	$57,774	$51,438	$28,455
Toano Middle	$51,877	$148,949	$147,931	$52,895
TOTAL	**$622,539**	**$1,679,579**	**$1,628,651**	**$676,467**

Source: Williamsburg-James City County Schools, Activity Funds, Audited Annual Report, 2003-04.

After the end of each month, schools are required to send the following reports regarding their activity funds to the Finance Office:

- Bank Reconciliation – Proof of Cash;
- Bank Reconciliation – Outstanding Checks;
- Trial Balance;
- Backup Log; and
- Monthly Report – Local School Activity Funds.

Student activity funds are managed at the school level with monies maintained in local bank accounts. Cash is received and deposited by school administrators and checks to vendors for services provided and materials received are made by school administrators. The principal of each school is given the authority to manage the funds and is assigned the responsibility for administering them according to state requirements.

Student activity fund receipts and disbursements are not accounted for in the division's IFAS and not included in its annual financial report. They are, however, audited annually by an outside auditing firm selected by the division. The auditing firm publishes a separate audit report. Since complete control of student activity funds is managed outside the normal controls of the Finance Office, monthly reports are required to be sent to the Finance Office for review. However, for the month of January 2005, 25 percent of the reports that should have been sent to the Finance Office no later than the 15th of February had not been received as of February 22, 2005. Although the division has not systematically tracked when required reports are submitted late, staff indicated that the February 2005 results are typical.

A review of activity fund reports on a monthly basis by the Finance Office helps ensure that bank accounts are reconciled monthly and also provides a limited assurance that the funds are being properly administered. Without the Finance Office's review, should activity funds not be administered properly, the impropriety could go undetected until the

annul audit is conducted by the outside audit firm, which is performed after the end of year.

RECOMMENDATION

Recommendation 4-5:

Establish a process to ensure that student activity fund reports are timely received for review by the Finance Office.

The Business Manager should establish a process that monitors the receipt and review of student activity fund reports. Requiring reports to be received by due dates will help ensure student activity funds are being reconciled in a timely manner, and should enable accounts that may not be being properly administered to be identified so corrective actions can be immediately taken before a problem becomes serious.

The Business Manager should work with the Senior Accountant to develop a tracking system to record when activity fund reports are received and set a process to follow-up when they are not. The process should also include a provision that the Senior Accountant notify the Business Manager of schools that repeatedly are late sending reports. Moreover, the timely submission of reports can be added to principal evaluation criteria.

The implementation of this recommendation should begin in July 2005 with the Senior Accountant developing the tracking system and reports to the Business Manager of late reports should start for reports due in August 2005.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

4.4   Risk Management

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

James City County provides a number of risk management services for WJCC. All bank accounts, except for activity funds, are managed centrally by James City County, along with the investment of any idle cash in the accounts. The county is responsible for obtaining banking services through a depository agreement.

WJCC insures itself against loss for real and personal property, liability, vehicle loss or damage, and employee crime through a number of insurance policies. The division maintains comprehensive property and casualty policies, commercial general liability policies, comprehensive liability, vehicle fleet policies, and coverages for errors and omissions, workers' compensation, employer's liability, health care, and certain other risks with commercial insurance companies. All premiums are budgeted and paid with General Fund resources. All unemployment and health care claims are paid through a third-party administrator with resources from the WJCC General Fund.

Most insurance coverage is provided through policies with the Virginia Municipal Liability Pool. Workers' compensation is provided through the School System of Virginia Group Self Insurance Association. WJCC provides health insurance to its employees through the Commonwealth of Virginia's The Local Choice Program and dental insurance through Delta Dental of Virginia. The division pays a portion of the premiums for each employee as detailed in Exhibit 4-13.

EXHIBIT 4-13
WJCC HEALTH AND DENTAL INSURANCE PREMIUMS
2004-05 SCHOOL YEAR

PLAN	MONTHLY PREMIUM	SCHOOL DIVISION MONTHLY COST	FULL-TIME EMPLOYEE MONTHLY COST	PART-TIME EMPLOYEE MONTHLY COST
KEY ADVANTAGE (Expanded Benefits)				
Employee Only	$437.00	$400.00	$37.00	$37.00
Employee + 1	$808.00	$577.00	$231.00	$377.00
Family	$1,180.00	$841.00	$339.00	$719.00
Dual Spouse Employee +1	$808.00	$735.00	$73.00	N/A
Dual Spouse Family	$1,108.00	$1,053.00	$127.00	N/A
COST ALLIANCE				
Employee Only	$403.00	$366.00	$37.00	$37.00
Employee + 1	$746.00	$604.00	$142.00	$349.00
Family	$1,088.00	$881.00	$207.00	$662.00
Dual Spouse Employee +1	$746.00	$673.00	$73.00	N/A
Dual Spouse Family	$1,088.00	$980.00	$108.00	N/A
DELTA DENTAL				
Employee Only	$32.74	$32.74	-	-
Employee + 1	$60.65	$38.23	$22.42	$27.91
Family	$92.57	$44.56	$48.01	$59.86

Source: WJCC Finance Office, February 2005.

FINDING

WJCC does not have centralized oversight of its various risk management functions. The division has made specific assignments to staff for risk management functions, but does not have a central point to ensure that the functions are coordinated, processes are reviewed and updated when needed, or that all risk management needs are being

addressed. In time, as the division grows, WJCC may need to consider the creation of a position of risk manager.

Specific assignments have been made and are being carried out by the following staff:

- The Business Manager is designated as the division's risk manager and is responsible for assessing the division's insurance needs and securing needed coverages. In his duties to secure insurance coverages for the division, he uses the services of insurance consultants and an advisor when bidding and analyzing insurance needs; these are evaluated every three years.

- The Director of Building Services is the chair of the WJCC Safety Committee. The WJCC Safety Committee has members from all departments and schools, including the Business Manager, Facilities Manager, Health Co-coordinator and Director of Student Services. The committee meets at least three times a year and is responsible for directing the division's safety activities, including safety audits of each school as required by State Department of Education. The annual safety audit of one WJCC school is conducted by the safety committee of another WJCC school. Deficiencies found through the safety audits are immediately sent to the appropriate department for corrective action. A follow-up is conducted to ensure that all corrective actions have been completed. Minutes of meetings held by school safety committees are sent to the WJCC Safety Committee to inform the members of the actions being conducted at each school.

- The Director of Student Services is assigned the responsibility of chairing a Crisis Management Committee. The committee develops a Crisis Management Plan for the division that is used by each school to develop one that is specific for their campus.

- The Secretary to the Assistant Superintendent for Finance and Administrative Services is responsible for processing and managing workers' compensation claims. She also assists the Business Manager with student accidents, vehicle accidents, and property damage claims. In addition, she prepares comprehensive and useful reports for the WJCC Safety Committee that effectively use color graphs and other schedules detailing workers' compensation statistics, enabling the committee to monitor accidents and develop plans to reduce future accidents.

Most assigned functions were found to be being completed as assigned, but no single division employee has the oversight to ensure that related functions were coordinated. This lack of central oversight does not provide sufficient assurance that updates to plans are always completed when needed or that duties are performed as intended.

For example, the WJCC Crisis Management Plan is supposed to be updated annually, but the latest update was for 2002-03. Moreover, each school has a Crisis Committee that, according to the Director of Student Services, is recommended to be chaired by a principal or assistant principal, but most schools have delegated the chair to the school nurse. There is no formal follow-up by the division's Crisis Committee to determine if each school keeps their individual crisis plan updated.

A disaster could make it difficult for WJCC to continue operations. WJCC does not have a division recovery plan nor business continuity plan. A disaster could severely damage or destroy equipment or buildings that the division relies upon to provide education services. Recovery and business continuity plans help ensure that a division has identified contingency plans and can react and continue to provide educational services with the least disruption possible. Disasters have the potential to substantially impact technology, transportation, food services, and facilities used as classrooms, which could severely impact the division's capability to continue providing education services.

RECOMMENDATION

Recommendation 4-6:

Continue to monitor the effectiveness of the decentralized risk management operation in WJCC.

For a risk management program to be most effective, all interrelated processes should be provided with central oversight. This does not imply that one employee has to perform all the various functions. The central management of a risk management program eliminates redundant processes and ensures all efforts are coordinated and accomplished according to division policy. It is essential that the interrelated tasks of safety, insurance coverage, and management of loss data be coordinated by a central management staff member. As the division grows, WJCC's risk management function may become less effective because the division divides management activities among several employees and departments without providing central oversight.

In addition to overseeing insurance coverages, monitoring workers' compensation, and providing for safety and crisis management committees, a central risk management function should ensure that the division has addressed issues such as:

- asbestos management plan;
- alcohol/drug testing;
- Hazard Communication Act;
- integrated pest management;
- blood borne pathogen exposure control plan;
- security guards;
- CPR training;
- administrators' training;
- sexual harassment prevention training;
- substitute teacher safety training;
- new teacher orientation;
- bus driver training;
- safe and drug free schools; and,
- business and continuity plans.

In time, the district may need to hire a Risk Manager to provide central coordination of all risk management functions to ensure that all risks to the division are centrally managed. The position should be the central point for establishing policy and monitoring to ensure policy is carried out**.**

FISCAL IMPACT

This recommendation can be implemented with existing resources.

4.5   *Fixed Assets*

Fixed asset management should account for division property efficiently and accurately while safeguarding it against theft and obsolescence. Fixed assets are items acquired for use in operations that generally are not for resale and have an estimated useful life of at least one year. Examples include land, buildings, machinery, computer and office equipment, and furniture.

For annual reporting purposes, only fixed assets valued at $5,000 or more are shown as fixed assets. WJCC's investment in fixed assets reported as such totaled $24,162,846 for 2003-04. Certain assets such as furniture and equipment that lose value over time are depreciated to show their current estimated value.

Values and activities regarding WJCC's fixed assets for annual reporting purposes are shown in Exhibit 4-14.

EXHIBIT 4-14
WJCC FIXED ASSETS FOR ANNUAL FINANCIAL REPORT PURPOSES
2003-04 SCHOOL YEAR

DESCRIPTION	BALANCE JULY 1, 2003	ADDITIONS	DELETIONS	BALANCE JUNE 30, 2004
Capital assets, not being depreciated:				
Land	$8,249,163	$-	$-	$8,249,163
Construction in progress	$796,886	$1,157,575	$1,243,720	$710,741
Total capital assets not being depreciated	$9,046,049	$1,157,575	$1,243,720	$8,959,904
Other capital assets				
Buildings and building improvements	$12,763,269	$1,249,278	$-	$14,012,547
Furniture and equipment	$10,750,958	$720,782	$211,064	$11,260,676
Total other capital assets	$23,514,227	$1,970,060	$211,064	$25,273,223
Less accumulated depreciation for:				
Buildings and building improvement	$3,184,912	$371,637	$-	$3,556,549
Furniture and equipment	$5,854,537	$860,531	$201,336	$6,513,732
Total accumulated depreciation	$9,039,449	$1,232,168	$201,336	$10,070,281
Total other capital asserts	$14,474,778	$737,892	$9,728	$15,202,942
TOTALS	**$23,520,827**	**$1,895,467**	**$1,253,448**	**$24,162,846**

Source: Williamsburg-James City County Schools, Comprehensive Annual Financial Report, 2003-04.

FINDING

WJCC does not have sufficient formal fixed asset policies to guide the management of its investment. The division has one general policy related to conducting an annual inventory of school property and another relating to the disposal of fixed assets.

Board Policy (DID), Fixed Assets, provides general direction on taking an annual inventory. The policy states that the Director of Finance will provide a fixed asset listing to each cost center manager who will be responsible for seeing that the inventory is taken at their location, returning the inventory within 30 days, and explaining any discrepancies between the inventory listing and the actual items located at their location.

Board Policy (DN) School Properties Disposal, provides general guidance in the disposal of the division's fixed assets. The policy assigns the responsibility of disposing of fixed assets to the Director of Finance. Policy DN states that items not needed at a location will either be transferred for use at another building, held for sale at public auction, sold or if of no value, destroyed.

Although board policies DID and DN provide general guidance, they do not provide specific guidelines for the value or types of items that should be required to be kept on fixed asset inventory records, depreciation rates and asset life expectancies, or that hold cost center managers accountable if items are lost or damaged due to negligence.

The Business Manager has been managing the division's investment in fixed assets using the limited guidance provided by the two board policies. Effective 2001, the Governmental Accounting Standards Board (GASB) issued a statement requiring government entities to report capital assets in the annual financial statements after depreciation, instead of expensing the items as previously allowed. GASB issues accounting and financial reporting rules for state and local governments throughout the United States. To meet the requirements of GASB reporting, the Business Manager established a $5,000 threshold for items to be capitalized, created depreciation rates for the items, and using an excel spreadsheet, developed a process to calculate depreciation for the items in order to report the information in the division's comprehensive annual financial report.

The Business Manager also establishes guidelines for what items are to be tagged and added to the inventory, what items are to be just tracked for information and insurance purposes, and when and how annual inventories are conducted.

Physical inventories conduced by cost center managers often reflect items that are on the inventory list, but cannot be located. When this occurs, the Business Manager attempts to locate the items by reviewing the inventory sheets completed at other sites that show items found at those sites, but are not shown on their fixed asset list. Often, but not always, the Business Manager locates the missing items. When items are not found, they are removed from the inventory listing without anyone held accountable for the loss.

Without a comprehensive set of policies to direct fixed asset management, there is no assurance that the investment made in fixed assets is being managed as desired by the

school board. Moreover, without policies that hold staff accountable for items lost or penalties for damage due to negligence, cost center managers have no incentive to properly protect the division's investments.

RECOMMENDATION

Recommendation 4-7:

Develop and implement a comprehensive fixed asset policy.

A comprehensive fixed asset policy will help ensure that the division's investment in fixed assets is being managed as desired by the school board. It will protect the division's investments by assigning accountability and holding cost center managers responsible for the proper care and protection of assets.

The Business Manager should review the division's current policies and procedures for fixed assets and develop a comprehensive policy or set of policies. The policy should not only cover capitalization, depreciation, and taking physical inventories, but also address accountability. The policy should address what approvals are necessary before items can be deleted from the division's fixed asset list. Once the policy is developed, it should be presented and adopted by the school board.

The implementation of this recommendation should begin with the Business Manager developing the necessary fixed asset policy by August 2005 and school board adoption should be obtained by October 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The division's IFAS contains a fixed asset module that is not used to track the division's fixed assets. The Business Manager tracks the division's fixed assets in a separate automated fixed asset system called Maximus.

More than 5,000 items with recorded values of approximately $156 million are tracked in the Maximus system. Guidelines established by the Business Manager for items that are to be recorded in the fixed asset inventory system or are only identified on inventory sheets are categorized into three groups:

> ***Group I: Tagged Assets*** –items included in the inventory software; a tag should be placed on the item in a position where it is visible, yet not easily damaged. These assets include:
>
> ■ all items valued at $1,000 or more;
> ■ computers;
> ■ digital cameras;
> ■ video cameras;
> ■ palm pilots;

- televisions;
- copy machines that are owned not leased;
- kitchen appliances (used for teaching, not for faculty use);
- cash registers;
- non-mobile musical instruments; and
- highly pilferable items.

Group II: Untagged Assets – items that are being tracked for inventory and insurance purposes, but do not meet the requirement to be included in the inventory software, including:

- classroom and office furniture;
- all technological items which are not tagged; and
- items valued at over $250.

Group III: Conditional Items – items reviewed on an individual basis to decide whether the value warrants a tag or not, including:

- computer printers;
- VCRs;
- manikins and skeletal models;
- musical instruments;
- diagnostic instruments; and
- athletic equipment.

The IFAS purchasing module used by the division does not transmit data to the Maximus System when items are purchased so that they can be added to the fixed asset system. When fixed asset items are purchased and delivered directly to schools and departments, they may or may not be added to the inventory. However, during the invoice payment process, many items are identified as needing to be added to the fixed asset system. When items are identified, the Business Manager prepares a memo to the receiving department or school, and sends an inventory sheet along with inventory tags to the receiving department with instructions to complete the inventory sheet and place the inventory tags on the fixed asset items. When the receiving department or school completes the inventory sheet and returns it to the Finance Office, the information pertaining to the fixed asset item is then entered into the Maximus System.

School principals and department directors use an inventory list provided by the Business Manager to conduct annual inventories. Principals and directors are asked to add any new item that they have acquired, but does not appear on the inventory listing, because it was not added when it was purchased. Administrators are also asked to show what items are on the list that are no longer located at their facility and to provide an explanation as to what happened to the items. To help ensure that all fixed assets costing more than $5,000 are identified and recorded, the Business Manager reviews purchase order files after the end of the year for items that were purchased and not added to the Maximus System. These items are required to be included in the division's comprehensive annual report.

The use of fixed asset inventory systems that are integrated with purchasing systems can help ensure that fixed assets are identified at the time they are purchased, are immediately tagged, and are added to the fixed asset system for proper tracking and

control. Identifying items when they are purchased and ensuring they are added to the inventory system enables organizations to provide immediate oversight for all fixed asset items.

RECOMMENDATION

Recommendation 4-8:

Use the fixed asset module of the IFAS to provide better tracking of WJCC fixed assets.

The fixed asset module of IFAS will allow the division to identify fixed assets purchased and add them to the fixed asset system when those assets are acquired. The use of the IFAS module will provide assurance that items needing to be tracked are identified, tagged, and added to the fixed asset system.

The Business Manager should develop a process to transfer fixed items currently listed in the Maximus System to the fixed asset module of IFAS. The Business Manager should work with the Buyer to develop a process that ensures that purchases are accurately coded so that fixed asset items can be identified and immediately added to the fixed asset system.

The implementation of this recommendation should begin with the Business Manager developing a process that enables the fixed asset data retained in the Maximus System to be transferred to the IFAS module by December 2005. Data should be transferred from the Maximus System to the IFAS module and new purchases should begin to be added to the IFAS system by March 2006.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.0   PURCHASING AND TEXTBOOKS

5.0 PURCHASING AND TEXTBOOKS

This chapter provides a summary of purchasing and textbook functions in Williamsburg-James City County Public Schools (WJCC). The two sections of this chapter are:

5.1   Purchasing
5.2   Textbooks

An effective purchasing program provides divisions with quality materials, supplies, services, and equipment in a timely manner at the lowest price. Purchasing includes those activities associated with the acquisition of supplies, materials, services and equipment. Textbook operations include the acquisition, delivery and inventory of textbooks to the schools. The purchasing process also includes activities involved in the procurement and evaluation of services from external entities.

CHAPTER SUMMARY

The purchasing operation in WJCC is mostly decentralized. School and department personnel perform much of the actual purchasing duties. However, the two-person Purchasing Office closely monitors purchasing activity, which is directly under the supervision of the Assistant Superintendent for Finance and Administrative Services. The Buyer, who manages the division's purchasing activities, has extensive purchasing experience and is very knowledgeable of the many processes that must be undertaken to provide an effective and efficient purchasing system. The division has a clearly written and easily understood purchasing policy and is supported with further guidelines contained in purchasing procedures. Processes are in place that enable schools and departments to acquire needed items in an efficient manner. Oversight controls at the Purchasing Office require approvals and availability of funds verification prior to most purchases being made.

The use of blanket orders and other purchasing contracts enables materials and supplies to be acquired in a timely and efficient manner without the added cost of maintaining a warehouse. Files for purchasing and contract documents that support the purchasing and payment activities are well organized and supporting documentation was readily available for all transactions reviewed by the MGT team. Although the purchasing processes are governed by a well written and easily understood policy, the division does periodically experience purchasing transactions that do not comply with the requirement for purchase requests to be approved and funds encumbered prior to purchases being made. The procedure in the Purchasing Office easily identifies transactions that do not follow policy and staff takes timely corrective action.

The division uses an effective textbook management system.

Introduction

The Virginia Public Procurement Act provides local governments with a significant amount of latitude in purchasing activities. The Virginia Procurement Act states:

> *A public body may establish purchase procedures, if adopted in writing, not requiring sealed bids or competitive negotiations for single or term*

contracts for goods and services other than professional services if the aggregate or sum of all phases is not expected to exceed $50,000; however, such small purchase procedures shall provide for competition wherever practicable. Purchases under this subsection that are expected to exceed $30,000 shall require the written informal solicitation of a minimum of four bidders or offers.

Purchasing policies and operating procedures help ensure a division complies with state laws and local board requirements while performing purchasing functions in an efficient and timely manner. Polices 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 divisions and purchasing staff when goods or services are procured. Exhibit 5-1 summarizes the provisions of the WJCC Purchasing Policy.

EXHIBIT 5-1
PURCHASING POLICY
2004-05 SCHOOL YEAR

TYPE OF PURCHASE	REQUIREMENTS
Contract exceeding $50,000	Competitive bids or competitive negotiations will be required for the purchase or lease of goods, or for the purchase of services, insurance, or construction. Must have board approval.
Commodity procurement between $15,000 and $50,000	Purchasing Office will obtain required pricing.
Commodity procurements between $7,000 and $15,000	Three written quotes are required.
Commodity procurements between $1,000 and $5,000	Three verbal quotes are required.
Commodity procurement below $1,000	One quote. Prior approval for purchases between $250 and $1,000.
Unique services not exceeding $7,000	One written or telephone quote with prior approval from Department Head and Purchasing Agent.
Sole Source	Must have prior approval from the Purchasing Agent.

Source: Williamsburg-James City County Public Schools, Purchasing Policy, 2005.

Exhibit 5-2 reflects the results of the survey undertaken by MGT of WJCC administrators, principals/assistant principals, and teachers with comparative responses from administrators and teachers in other school districts where a similar survey was conducted. The surveys show that a high percentage of WJCC administrators and principals responded that the purchasing function was *adequate* or *outstanding*, but only 35 percent of teachers responded that it was *adequate* or *outstanding*. When comparing WJCC responses with administrators of other school divisions around the country, survey results show that 34 percent of other district administrators thought their school district's purchasing *needs improvement* or *major improvement,* while no WJCC administrators thought the purchasing system *needs improvement* or *major improvement.*

EXHIBIT 5-2
MGT SURVEY QUESTION RELATED PURCHASING FUNCTION
JANUARY 2005

GROUP SURVEYED	NEEDS IMPROVEMENT OR MAJOR IMPROVEMENT	ADEQUATE OR OUTSTANDING
WJCC Central Office Administrators	0%	100%
WJCC Principals/Assistant Principals	6%	77%
WJCC Teachers	19%	35%
Administrators in Other School Districts*	34%	58%
Teachers in Other School Districts*	34%	31%

Source: Created by MGT, 2005.
*Commenting on their purchasing function

5.1 Purchasing

WJCC operates a decentralized purchasing system, delegating authority to cost center managers, principals at schools, and department directors for purchases less than $15,000. Two employees in the Purchasing Office perform central purchasing functions for the division. The Assistant Superintendent for Finance and Administrative Services serves as the division's purchasing agent and is responsible for providing oversight of the purchasing and contracting processes. The Buyer assists the Assistant Superintendent for Finance and Administrative Services in the contract and purchasing process by issuing all required formal requests for bids and requests for proposals, submitting contract award recommendations to the school board, and reviewing all purchase orders prior to submitting them for final approval. The Purchasing Specialist provides support to the Buyer by entering information into the Integrated Financial Accounting System (IFAS) from purchase request forms, encumbering funds, assigning purchase order numbers, printing purchase orders, maintaining contract files, and sending notices for renewal of ongoing contracts.

For the 2001-02 through 2003-04 school years, central purchasing processed an average of 2,228 purchase orders a year for the division's schools and departments.

FINDING

The just-in-time purchasing program provides departments and schools with materials and supplies without the cost of operating a warehouse facility. The division makes extensive use of blanket purchase orders and other contracts that enable departments and schools to efficiently acquire the materials and supplies that they routinely use. Departments and schools have access to about 60 blanket purchase orders and many other contracts, including state contracts, to order materials and supplies as needed and have them delivered directly to the department or school.

Blanket purchase orders are contractual relationships with local vendors to obtain small dollar, expendable operating supplies, materials, or services. A set of terms and conditions are agreed upon between the division and the vendor wherein the vendor will

deliver or permit pick up of needed supplies or materials. The prevailing market price (less discount, trade discount, and/or volume discounts as may be agreed upon) is invoiced to the division on a consolidated basis. Blanket orders are normally established with local vendors and are especially important because they provide the division's Maintenance Department with the ability to obtain needed materials and repair parts from local building supply vendors as needed without having the usual requirement to stock the items in a warehouse. The costs of owning and operating a warehouse are eliminated with an efficient just-in-time purchasing system. A very limited amount of regularly used maintenance and repair parts are kept on maintenance vehicles. The process works very efficiently and staff has always been able to obtain materials and supplies when needed.

COMMENDATION

Williamsburg-James City County Public Schools is commended for providing materials and supplies through a just-in-time purchasing program without the added cost of operating a warehouse.

FINDING

The division's purchasing policy is very distinct and easily understood. By providing concise and specific guidelines for administering the division's purchasing functions, there is little if any room for misunderstanding on who has authority for what types of purchases and what processes must be followed to obtain needed services or materials. Policy DJ, Purchasing, is precise as to who has the responsibility for the division's purchasing program, what purchases require board approval, what types of bids or quotes are required for specific cost ranges, when a sole source is allowed, and who must provide prior approvals. The policy is periodically reviewed and updated; the last revision is dated December 2003.

COMMENDATION

Williamsburg-James City County Public Schools is commended for developing a purchasing policy that is precise and easily understood, and which contains specific guidelines with purchasing responsibilities for division staff to follow.

FINDING

The division's process for filing purchases orders and contracts results in well-organized files that contain all the required back-up and supporting documentation. The Purchasing Specialist maintains contract files, which are filed in alphabetical order by vendor. Each contract is assigned a unique number that remains with that vendor for as long as the division has a contract with the vendor. A suffix is assigned to the unique contract number to distinguish the fiscal year covered by the contract. Purchase orders (along with the associated purchase request, bids, quotes, invoice, and receiving reports) are filed in the Finance Office with the Payment Authorization Memorandum in check number order. Files are easily retrievable and supporting documentation is securely attached to the Payment Authorization Memorandum so it is not lost or misplaced.

COMMENDATION

Williamsburg-James City County Public Schools is commended for maintaining purchasing and contract files that are well organized and contain supporting documentation.

FINDING

WJCC takes advantage of automation to reduce the number of paper copies printed and to facilitate the placement of large reports on the division's Web site. In 2003, the Duplication Center's five-year lease contract expired for its regular copier and was replaced with the lease of a high-speed digital copy machine. A high-speed compact disc burner was also acquired to make copies of curriculum guides and other division documents.

The digital copier enables the WJCC Duplicating Specialist to store original versions of reports in the copier's memory and produce extra copies of documents only when and if needed. Schools and departments receive only the actual number of copies needed without printing extras, as was the case prior to acquiring the digital copier. WJCC has seen a decline in the number of copies of documents and reports printed because now an estimated number of extras copies are not printed with the initial printing. Schools and departments know they can easily and timely receive more copies when needed. The digital copier also easily facilitates moving multiple page reports to the division's Web site.

A high-speed compact disc burner was acquired by the Academic Services Department and placed in the Duplicating Center for use by the Duplicating Specialist for making CD copies of updated curriculum guides. Updated curriculum guides for Math, Science, Social Studies and English (along with enhanced scope and sequence for English, Social Studies, Math and State Writing guides) have been copied onto CDs and made available to all users. The Duplicating Specialist estimates that 500 copies of each curriculum guide is made and distributed. Prior to the making the guides available on disc, hard copies of the guides used approximately 500 sheets of paper to print. Each guide printed on hard copy was estimated to cost approximately $3.75 compared to the $0.28 cost for copying onto a CD.

COMMENDATION

Williamsburg-James City County Public Schools is commended for taking advantage of automation in the duplication and printing processes.

FINDING

Although the division has a very efficient purchasing system that provides schools and departments with needed services and materials in a timely manner, it has not automated the purchase request process. The same information contained on the standard purchase request form, that is completed by the requesting school or department, must be entered into the division's IFAS by the Purchasing Specialist.

Standard purchase request forms are completed by school and department staff and sent to the Purchasing Specialist in the Finance Office. Information on the standard purchase form contains the following:

- requisition date;
- budget code;
- requested by;
- requested shipping date;
- vendor name, address, and contact information;
- ship to address;
- quantity of items requested;
- description of items requested;
- unit price;
- extended price for type of item; and
- date of requisition.

Schools and departments must enter information on the division's standard purchase request form and deliver it to the central office or have it delivered by the division's pony mail system. The Purchasing Specialist receives the purchase requests and checks to ensure they contain complete information (including budget code, cost center manager's approval and details regarding the items to be purchased). The purchase request is then sent to the Buyer where budgeted funds are verified, and reviewed to ensure the proper vendor has been selected and required bid quotes or bids are attached. The purchase request is then returned to the Purchasing Specialist where the same information on the purchase request is entered into the IFAS System. The IFAS System encumbers the funds and allows the Purchasing Specialist to print a purchase order, which is then forwarded to the Assistant Superintendent for Finance and Administrative Services for approval and signature.

Submitting purchase request forms to the Purchasing Office in hard copy form requires the Purchasing Specialist to enter the same information that has been previously entered on the forms by school and department staff. Submitting the information in hard copy form also increases the amount of mail that must be delivered by the pony mail system and increases the time for purchase requests to reach the Purchasing Office.

Many school divisions have automated their purchase request process. Manual purchase request processes are more labor-intensive and usually require more time to accomplish the issuance of a purchase order. By using an automated purchase request process, school divisions have reduced processing time and have provided a more efficient service.

RECOMMENDATION

Recommendation 5-1:

Automate the purchase request process to eliminate redundant entering of the same information.

Automating the division's standard purchase request form so that the information contained on the form can be electronically transferred to the IFAS for creating purchase orders should improve the efficiency of the purchasing process. The current process

relies on hard copy purchase request forms to be delivered to the Purchasing Specialist, which sometimes takes over a day when using the internal pony mail system. Automating the process will reduce the data entry required by the Purchasing Specialist and accelerate the creation of purchase orders and ultimately the delivery of necessary items to schools and departments.

The Buyer should work with the Director of Technology to develop a process so that the information contained on the purchase request form can be electronically transferred to the purchase order module of the IFAS. The Buyer should then prepare instructions for schools and departments on how the automated purchase request process operates.

The implementation of this recommendation should begin in July 2005 with planning meetings between the Buyer and Director of Technology. The new process should be ready for use at the beginning of the 2005-06 school year.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

WJCC's purchasing policy is not strictly enforced. Although the division has a comprehensive purchasing policy and procedures to follow, when non-compliance does occur, it is not always tracked or enforced. The division's purchasing procedures require that all purchases over $250 be submitted to the Purchasing Office prior to a purchase being made. However, this process is not always followed by school and department staff, and corrective action is sometimes not taken for employees who do not follow the policy.

The division's purchasing procedures manual states:

> *Except for emergencies or other authorized exemptions (Payment Authorization Memorandum's under $250), no purchase can be made nor is authorized until funds have been encumbered into the financial system or on a WJCC purchase requisition. When purchases are made contrary to this provision, the purchase is void and not considered an obligation of WJCC and the department head may be held personally liable for the costs of the purchase or contract.*

The manual further states:

> *Approvals for payment cannot cover "after the fact" purchase orders issued to encumber funds for work already done or material already purchased. The purchase requisition is the document that initiates the encumbrance of funds for the purchase and must be issued prior to ordering to assure that sufficient funds are available to pay for the goods or services ordered.*

Purchase requests from the division's 12 schools and departments are submitted to the Purchasing Specialist for initial review to verify that the form contains all required information and then forwarded to the Buyer to determine if funds are available prior to a

purchase order being prepared. Purchase request forms are attached to purchase orders prior to being sent to the Assistant Superintendent for Finance and Administrative Services for final approval and signature.

Purchase orders are routinely approved for materials and services that have been acquired by schools and departments without prior approval and the encumbering of funds, and a system to track the non-compliance is not maintained to identify repeat offenders. A minimum of three to four purchase request forms are received each month for services or materials over $250 that have already been received without prior approval. WJCC does not have a system to track purchasing policy violations nor are division employees who violate the policies reprimanded. Most non-compliant purchases are for small dollar purchases, normally less than $1,000.

 The MGT team reviewed two purchase requests that were received during the week of the on-site visit that were not submitted for prior approval. One of the purchases was for $1,416.15 for supplies for the Odyssey of the Mind Competition and the other was $724 for computer repairs. Each of the purchase requests had invoices attached that were dated prior to the date of the purchase request. Invoices dated prior to purchase requests being completed and submitted to the Purchase Office for validating availability of funds and approval does not comply with policy or procedure.

Although purchases that were found not to be in compliance with policy and procedures are relatively small in dollar value, allowing them to continue could have a tendency to create an environment where those involved believe there is no consequence for not complying with policy. Purchases made without following policy could also be determined to be an invalid contract and could place the division in a difficult position with the vendor should problems exist with products or services provided.

RECOMMENDATION

Recommendation 5-2:

Track purchases that do not follow policy, and implement correction action for employees who do not follow policy.

Developing a process to track purchases that do not follow policy will provide the division the information needed to implement a corrective action process, especially for repeat violators. Reprimanding those who do not follow policy will help ensure that purchases are made only when funds are available.

The Assistant Superintendent for Finance and Administrative Services should instruct the Buyer to develop a tracking system for purchases that do not follow purchasing policy. The Assistant Superintendent for Finance and Administrative Services should also obtain a clear understanding from the Superintendent and school board as to what corrective action should be taken when policy is not followed.

The implementation of this recommendation should begin in July 2005 with the Buyer developing a tracking system for purchases that do not follow policy and reports should be produced for purchases made in August 2005.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

5.2 Textbooks

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

The Assistant Superintendent for Academic Services, with the assistance of the Director of Curriculum and curriculum coordinators, manages the division's textbook selection and purchase process to ensure textbooks are available to students. A textbook adoption schedule is maintained to track the Department of Education's adoption schedule and the division's adoption and purchase schedule. The schedule helps to plan for textbook reviews and assists with budget planning. The schedule covers the years from 2001-02 to 2006-07 and shows when the Department of Education made or will make textbook adoptions. This correlates with when the division made or will make adoptions and purchases from the state-approved list.

Exhibit 5-3 shows excerpts from the textbook adoption schedule for the 2004-05 through 2006-07 school years.

EXHIBIT 5-3
TEXTBOOK ADOPTION SCHEDULE
2004-05 THROUGH 2006-07 SCHOOL YEARS

CONTENT AREA	2004-05	2005-06	2006-07
Mathematics	DOE textbook Adoption WJCC textbook adoption	Purchase	
Science	Purchase		
English 6-12	DOE textbook adoption for Reading/Literature and Writing	WJCC textbook adoption	Purchase
Fine Arts		WJCC Textbook Adoption for selected Fine Arts courses	WJCC Textbook Adoption for selected Fine Arts courses
Foreign Language (DOE term)	DOE Textbook Adoption WJCC Textbook Adoption – Spring '05	Purchase	
Family Life and Sex Education (not on DOE schedule)		WJCC Textbook Adoption	Purchase
Career and Technical Education	WJCC Business textbook adoption	WJCC Marketing textbook adoption	

Source: Williamsburg-James City County Public Schools, Assistant Superintendent for Academic Services, February 2005.

The adoption of textbooks for use by WJCC schools is made by a committee for each of the content areas of Social Studies, Mathematics, Science, Reading, English, Fine Arts, Foreign Language, Health/PE, Family Life and Sex Education, and Career and Technology Education. The Curriculum Coordinator for the content area serves as chair of the committee with a representation of teachers, a school board member, and one or two parents assisting with the review and approval process.

FINDING

The division assigns the responsibility for the management of textbooks to principals and holds them accountable for the replacement of books. The initial supply of adopted textbooks are paid from funds budgeted to the central office. Curriculum coordinators maintain records of textbooks purchased for and shipped to each school. Initial orders of textbooks are based on projected enrollments at each school and then an additional five percent is added to the projected enrollment and is managed by the curriculum coordinators for unexpected increases in enrollment. Principals maintain records of textbooks assigned to students and are responsible for collecting and inventorying textbooks at the end of the year. To increase accountability, principals must use school funds to pay for replacement books.

COMMENDATION

Williamsburg-James City County Public Schools is commended for its effective textbook management. Curriculum coordinators manage textbook ordering and records, and principals must use school funds to pay for the replacement of lost books.

6.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

6.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

This chapter provides a summary of the delivery and evaluation of services to students in the Williamsburg-James City County Public Schools (WJCC). The six major sections of this chapter are:

- 6.1   Organization and Management of Curriculum and Instruction
- 6.2   Curriculum and Instructional Services
- 6.3   Program Evaluation, Testing, and Grant-Writing
- 6.4   Instructional Staff Development
- 6.5   Instructional Technology
- 6.6   Student Support Services

CHAPTER SUMMARY

WJCC has an extremely dedicated staff in Academic Services who work well together as a team to achieve division goals. Many interviewees throughout the site visit referred to their perception of fellow staff as family and expressed their desire to assist in meeting each other's needs. They have worked diligently to attain the level of success that the division has achieved in student achievement and have a strong desire to do more, regardless of their own individual responsibilities.

WJCC recognizes the need to focus more strongly on strengthening the curriculum, professional development opportunities for staff, and the use of data as a foundation for many related decisions. Staff cannot as an Academic Services Department or as individuals, do much more than they are currently charged to do. The level of support to schools has remained steady, maintaining many school-based support positions that other school districts across the nation have deleted with funding cuts. However, the division has experienced a reduction in division-level positions over the past decade at the same time that it has begun to experience student growth at a pace not previously faced. In that respect, the division's academic success has been achieved despite its organization and staffing.

Another impediment to further improvements has been, and to a degree, remains a lack of written processes that ensure consistency among all schools and across the division and that hold people accountable beyond professional trust. The strategic plan and participation in the Baldrige criteria are beginning to address this issue, but efforts need to continue and expand.

Introduction

Central office staff serves as the support system for the education that is provided in schools of any school division and, depending on factors such as organization, staffing and processes, can either strengthen or hinder progress towards high achievement for students. Prior to the site visit, surveys were sent to central office administrators, school-level administrators and teachers for feedback regarding various aspects of division services. The responses of WJCC central office administrators and principals were merged for a comparison of their responses with those of similar groups of administrators in other school districts.

Responses to questions regarding the effectiveness of the role of WJCC central office in its service provision to schools reflect that the WJCC central office is responsive and provides high quality services to schools. In a comparison of WJCC administrators responses to those of other school districts, a notable positive contrast is found for WJCC.

In rating the division on aspects of division/program functions relating to educational service delivery, there was uniform concurrence that WJCC's curriculum is broad and challenging, although principals and teachers believed that the curriculum planning process needed improvement at far higher percentages than did central office administrators. When WJCC administrator ratings of those aspects of educational service delivery are compared to those of administrators in other school districts, in every area, WJCC administrators rated their school services far higher than administrators in other systems.

The division has experienced unprecedented growth over the past several years. This growth has impacted all aspects of the school system from class size and space, to staffing at the school and division levels, and to support services. Growth issues are challenging the division to simultaneously address student performance, maintain former levels of service to schools, and actively address concomitant issues arising from implications of the diversity of new students. In its School Review Procedures, the Commonwealth of Virginia also recognizes the need for sufficient staff for service provisions and the need for fluctuation of staffing based on student enrollments across the division. The School Review Procedures further recognize the need for ample support services for instructional staff including staff development, technical support for teachers and technology, and resources for courses and programs. Each of these issues will be discussed throughout the chapter.

Exhibit 6-1 shows growth in student population and subgroups since 2002-03.

EXHIBIT 6-1
STUDENT GROWTH
WILLIAMSBURG-JAMES CITY COUNTY SCHOOLS
2002-03 THROUGH 2004-05 SCHOOL YEARS

YEAR	TOTAL ENROLLMENT	TOTAL SPECIAL EDUCATION ENROLLMENT	TOTAL MINORITY ENROLLMENT	TOTAL ESL ENROLLMENT	TOTAL FREE/ REDUCED LUNCH ENROLLMENT
2004-05	9,402	1,335	2,633	2,036	2,351
2003-04	8,933	1,254	2,534	N/A	1,566
2002-03	8,535	1,100	2,441	512	1,524

Source: Created by MGT, 2005.

A comparison of student demographics with divisions selected for their similarity to WJCC are shown in Exhibit 6-2. The exhibit reveals that WJCC has the same percentage of minority students as the average of comparison divisions (28%). Also compared to those divisions, the percent of students in WJCC on free or reduced lunches is lower (25%) than the peer division average (31%).

EXHIBIT 6-2
STUDENT DEMOGRAPHICS
PEER PUBLIC SCHOOL DIVISIONS
2004-05 SCHOOL YEAR

SCHOOL DIVISION	TOTAL STUDENT POPULATION	PERCENT MINORITY STUDENTS	PERCENT ELIGIBLE FREE/REDUCED LUNCH
Williamsburg-James City County	**9,402**	**28%**	**25%**
Albemarle County	12,420	20%	20%
Alexandria City	10,996	77%	52%
Charlottesville City	4,388	56%	52%
Falls Church City	1,898	23%	8%
Fauquier County	10,742	15%	15%
Fredericksburg City	2,473	13%	52%
Hanover County	18,530	41%	12%
Harrisonburg City	4,150	49%	51%
Manassas City	6,761	11%	23%
Montgomery County	9,517	10%	34%
Roanoke County	14,512	32%	16%
Winchester City	3,678	32%	42%
PEER SCHOOL DIVISION AVERAGE	**8,339**	**28%**	**31%**

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

Despite the challenges of growth and changes in student demographics, each of the WJCC schools are fully accredited by the Commonwealth of Virginia. In contrast to some divisions that have not maintained accreditation with the Southern Association of Colleges and Schools, WJCC has purposely chosen to continue with this accreditation program as well, asserting that continuing the process it requires assists in maintaining a broad focus on elements that impact quality education.

6.1   *Organization and Management of Curriculum and Instruction*

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

Exhibit 6-3 shows the current organizational structure for the Department of Academic Services.

EXHIBIT 6-3
CURRENT ORGANIZATIONAL CHART
WJCC ACADEMIC SERVICES
2004-05 SCHOOL YEAR

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                    ┌─────────────────────┐
                    │ Assistant Superintendent │
                    │ for Academic Services │
                    └─────────────────────┘
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Director of Student Services	Director of Curriculum & Staff Development	Director of Program Accountability, Testing and Grant Writing	Elementary Principals
Supervisor of Special Education	Coordinator of Language Arts, Reading, ESL, Foreign Language and Title I (1)	Supervisor of Minority Achievement	
Supervisor of Health Services	Coordinator of Mathematics (.5)	Supervisor of Gifted and Fine Arts	
Supervisor of Early Childhood Education	Coordinator of Science (.5)	Supervisor of Guidance/CTE	
Coordinator of GED/Adult Education	Coordinator of PE/Health & Drivers Education (.5)		

Source: Williamsburg-James City County Public Schools, 2005.

FINDING

As shown in Exhibit 6-3, the WJCC Academic Services Department is overseen by an Assistant Superintendent who reports directly to the Superintendent. The Assistant Superintendent has three direct reports at the central office. They are three directors—the Director of Student Services, the Director of Curriculum and Staff Development, and the Director of Program Accountability, Testing and Grant-Writing.

The Assistant Superintendent for Academic Services also supervises and evaluates the elementary principals.

Whereas between five and ten years ago, the division had full-time curriculum coordinators in individual content areas, as coordinators have retired or positions become vacant and budget constraints have been imposed, responsibilities have been merged. Content areas in the division are currently managed by the following positions:

- full-time Coordinator for Reading, English/Language Arts, American Sign Language, Foreign Languages (German, French, Latin, Spanish), Title I, Title III and *No Child Left Behind* contact;

- half-time position in mathematics;

- half-time position in science and family life;

- half-time position in PE, health, and drivers' education;

- a Supervisor of Gifted/Talented Education is also responsible for Fine Arts (in the arts responsibility, she is also the contact person for many community outreach activities and boards for arts in the region as well as the Teacher of the Year recognition).

- a Supervisor of Guidance responsible for Career and Technical Education; and

- the Director of Curriculum and Staff Development who is designated as the division's Social Studies Coordinator.

Besides assisting teachers and principals with support in content areas, each of these individuals is responsible for subject area curriculum revision and textbook adoption. They also meet monthly with teachers in each content area for which they are responsible as well as representing their content areas at division and state meetings and oversee the curriculum review process in their content area(s).

The Director of Curriculum and Staff Development conducts evaluations three times a year for the coordinators with the exception of the PE/Health Coordinator who is evaluated by the principal of the school where she teaches half-time.

The person who held responsibility for both science and math volunteered to step down from a full-time to a part-time position so that the division could hire a half-time person with expertise in mathematics. One position was responsible for both subject areas as well as Titles II and V, Family Life.

With no exception, these content area specialists report that they do not get into schools as much as they would like, but try to respond when schools call with a request. Survey responses reported earlier reflect recognition on the part of educators in the schools that they are responsive. Their multiple responsibilities prevent them from having time to reflect on issues such as data analysis and discussion with teachers regarding SOL strengths and needs in courses and grades, preparation of pre-requisite teachers for subsequent courses, consideration of long-range curricular needs, seeking ancillary

grant funds to enhance instruction in their content areas, or to research best practices and other sources of information for teachers. One positive outcome of their multiple responsibilities is that there is much interdisciplinary cooperation and cross-functional support to accomplish critical tasks. Reports show that they organize and attend a range of 10 to 33 meetings a year with their content contacts who range from 12-47 depending on the area of specialty.

The positions of Guidance and Career/Technical Education were assumed by one individual in November 2003, reportedly due to financial necessity. The current supervisor has backgrounds in both areas. In her responsibilities in the division, she is a member of the Workforce Investment Board for the region, meets regularly with counselors at each grade level and all together, and with CTE curriculum leaders monthly. She has also initiated guidance parent advisory committees with whom she meets at all three school levels. She is also responsible for secondary programs of study and registration through her guidance role.

The position of Director of Program Evaluation, Testing and Grant-Writing was created four years ago. Until its inception, there was no formal process for program evaluation in the division. Because the director is also responsible for testing and grant-writing, the division has contracted for research on literature reviews upon which evaluation questions and criteria are based.

As with other positions, the responsibilities for Curriculum and Staff Development and now Social Studies became fused over time with changes in personnel. This position is responsible for the extensive curriculum review process as well as working with coordinators on textbook adoption. Besides meeting with division-level administrators twice a week, she also meets monthly with social studies contact persons from each school and quarterly with the Staff Development Advisory Committee and the Curriculum and Instruction Advisory Council. Additionally, she is one of four members of the Program Evaluation Committee.

The Supervisor of Gifted/Talented and Fine Arts has held this position since 2000. In addition to writing the local plan for gifted education that includes courses and delivery models based on best practices, she holds eligibility meetings, chairs school-wide enrichment committees to plan enrichment activities for grade levels, collaborates with cluster teachers, and leads competitions, among other gifted-related responsibilities. Her job description is actually two job descriptions, one for Coordinator of Visions and Fine Arts and one for Coordinator of Gifted and Talented Program. The two have not been combined nor do they reflect her current title of Supervisor.

The Supervisor of Minority Achievement has been in place for 17 years, but minority student performance remains an area of concern. Supporting the office's mission are Minority Achievement Leaders (MALs) at each school who are charged with being facilitators and liaisons for students in their schools, particularly underachieving, underserved, and those at risk of failing. The Supervisor meets monthly with them and they have discussed strategies to address minority achievement gaps, but he reports that they do not yet have a plan in place.

The Supervisor of Special Education leads and coordinates the Special Education Department which serves students with disabilities between the ages of 2 and 21. She reports directly to the Director of Student Services. Reporting to the Director of Student

Services, the Coordinator of Health Services plans and coordinates health screenings, manages homebound instruction, works directly with the registered nurses (RNs) located in each school, and coordinates the division's health program including personnel issues. The Coordinator of Preschool Programs (Early Childhood) conducts child find activities throughout the year as well as supervising preschool programs for children who are at-risk or have identified disabilities and oversees ESE for preschool children. The functions within the Department of Student Services are far too broad and diverse, as well as having many legal and fiscal ramifications if they are not performed carefully and with attention to detail.

The Student Services Department is located in a separate building approximately 12 miles from the central office. Past state evaluations have identified this lack of proximity as a possible contributing factor to the lack of understanding on the part of staff in the division regarding the link between Student Services, and Academic Services, and weak communications between the two departments.

In the diagnostic feedback obtained in interviews with WJCC staff during a preliminary visit of MGT staff to the division, key concerns relative to the quality and delivery of services by the Department of Academic Services revolved around sufficiency of division-level staff to provide adequate services to the schools.

Currently three individuals in the division, each of whom has additional responsibilities and timelines to meet, share responsibility for federal programs. The individual designated to be the NCLB contact person is currently performing the role of an interim principal while still assisting with oversight and coordination of reading, English/Language Arts, foreign languages, American Sign Language, and Title I.

Exhibit 6-4 shows staffing levels for curriculum content leaders in comparable divisions either interviewed or emailed for information or for which data were retrieved from the Virginia Department of Education Web site link to district staff. Of all divisions compared with WJCC, those that have central office curriculum positions in math, science, social studies, reading and guidance all have more personnel time committed to those curriculum support areas.

The division has made great strides since four years ago when only three schools made AYP, with 10 of 12 making it in 2003-04. The reason those two schools did not make AYP was due to the low performance of three groups of students—those with disabilities, those economically disadvantaged, and black students.

Exhibit 6-5 shows the proposed organizational structure to be considered for the Department of Academic Services.

RECOMMENDATION

Recommendation 6-1:

Restructure the Department of Academic Services to better align positions with logical reporting relationships and related responsibilities.

EXHIBIT 6-4
COMPARISON OF CURRICULUM CONTENT LEADER STAFFING
WITH COMPARABLE SCHOOL DIVISIONS

DIVISION	STUDENT POPULATION	CONTENT AREA	# OF POSITIONS (FTE)	GRADE LEVELS SERVED
Williamsburg-James City County	**9,402**			
		Mathematics	.5	K-12
		Science/Elementary Health/Family Life Sex Education/Titles II and V and School Refugee Grant	.5	K-12
		Social Studies	.5	K-12
		Reading/English/Language Arts/Foreign Language/American Sign Language/Title I and III/ESL	1	K-12
		Fine Arts	.5	K-12
		Career/Technical Education	.5	K-12
		Guidance	.5	K-12
		Health/PE/Drivers Ed	.5	K-12
		Federal Programs	Divided among 3 staff members on this chart	K-12
Albemarle County	**12,420**			
		Mathematics	2	Elementary/Secondary
		Science	1	K-12
		Social Studies	1	K-12
		Language Arts	2	Elementary/Secondary
		Fine Arts	1	K-12
		Career/Technical Education	1	K-12
		Guidance	1	K-12
		Health/PE/Drivers Ed	1	K-12
		Federal Programs	1	K-12
Harrisonburg City	**4,150**			
		Mathematics	.75	F-x E. ESL, TI, T3, FL
		Science	.75	
		Social Studies	1	gifted ed, home schg, govs sch, fine arts
		Reading/English/Language Arts, Foreign Language, American Sign Language, Title I, ESL		

**EXHIBIT 6-4
COMPARISON OF CURRICULUM CONTENT LEADER STAFFING
WITH COMPARABLE SCHOOL DIVISIONS**

DIVISION	STUDENT POPULATION	CONTENT AREA	# OF POSITIONS (FTE)	GRADE LEVELS SERVED
		Career/Technical Education	.5	Sp ed f-x Dir Fx all programming truancy, altv. Ed. Com liai committee wek
		Guidance	.1	
		PE/Family Life	.5	
		Dev theme asmts for Rg 1st test bank among divisions math K-12 has tests use based on SOLs		
		Federal Programs		
Manassas City	6,761			
		Mathematics	.5	
		Science	Resource teacher—helps part-time on cur .3	
		Literacy	1	Primarily elementary
		Language Arts	.2	Primarily secondary
		ESL	1	K-12
		Guidance	Special Education Director handles	
		Title I, Gifted/Talented, Headstart	1	testing
Roanoke County	14,512			
		Mathematics	2	Elementary/Secondary
		Science	1	K-12
		Social Studies	1	K-12
		Reading	1	K-12
		English	1	K-12
		Fine Arts	1	K-12
		Foreign Language/ESL	1	K-12
		Guidance	1	K'12
		Title I/Compensatory Programs/NCLB	1	K-12
		Health/PE	1	K-12
		Career and Technical Education	1	
		Gifted	1	K-12

Source: Created by MGT, 2005.

EXHIBIT 6-5
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
PROPOSED ACADEMIC SERVICES ORGANIZATIONAL STRUCTURE

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                    ┌─────────────────────────────┐
                    │  Assistant Superintendent for│
                    │     Academic Services        │
                    └─────────────────────────────┘
                                  │
            ┌─────────────────────┴─────────────────────┐
┌───────────────────────────┐        ┌───────────────────────────┐
│ Director of Student Services│        │ Director of Curriculum and │
│                             │        │     Staff Development       │
└───────────────────────────┘        └───────────────────────────┘
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Director of Student Services

Supervisors of
- (1) Special Education
- (1) Health Services
- (1) Guidance/CTE
- (1) Early Childhood

Coordinator of Discipline, 504 & Hearing Officer

Director of Curriculum and Staff Development

Supervisors of
- (1) Gifted Education/Fine Arts
- (1) Minority Achievement

Coordinators of
- (1) English/Language Arts/ ESL/Foreign Languages American Sign Language
- (.5) Mathematics
- (.5) Science
- (.5) Health/PE
- (.5) Social Studies
- (1) GED/Adult Education, Alternative Education, Attendance, and Dropout Prevention

Source: Created by MGT, 2005.

With *No Child Left Behind* (NCLB) requirements for increases in student achievement in reading and mathematics and soon science, as well as testing in grades 3-8 along with Virginia subject area SOLs, it is essential for division personnel responsible for reading, mathematics, and curriculum as a whole to be able to focus their energies on analyzing student performance issues in critical content areas and to provide direct support to teachers and administrators in schools. All content leaders have said they cannot get into schools for those direct support services to teachers and have cited visits to school of no more than six in a year. With 12 schools and an alternative site, that challenges their abilities to achieve the goals for which they were established.

Recommended changes will result in:

- the Director of Evaluation, Testing and Grant-Writing moving to the newly proposed Office of Planning, Accountability and Technical Support as the Director of Program Accountability, Testing and Grant-Writing;

- the Coordinator of Records Administration moving to the newly proposed Office of Planning, Accountability and Technical Support;

- creation of a coordinator position in Student Services with responsibility for discipline, 504 and to act as a hearing officer (discussed in Section 6.6); and

- the Supervisor of Health Services becoming responsible for Family Life Education and Safe and Drug-Free Schools coordination (discussed in Section 6.6).

The proposed changes in the organizational structure of the Department of Academic Services would more logically align responsibilities to support curriculum and instruction as well as other facets of division operations. The addition of a Coordinator in Student Services with responsibility for discipline, 504 and to act as a hearing officer (as recommended by the Virginia School Superintendents' Association) will free other administrators in the department to concentrate on broader issues that impact student performance and support services more directly. Re-distributing responsibilities for Family Life Education and Safe and Drug-Free Schools will place all health-related aspects under one person's authority.

The division should also consider expanding beyond Student Services the recommendation made by the Virginia Superintendents' Association for the development of a staffing formula that takes into consideration student numbers to supervisors in order to ensure that the division staffs sufficient administrators and program personnel to provide efficient and effective services.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

6.2   *Curriculum and Instruction*

The Department of Academic Services provides leadership and expertise in the development, implementation and evaluation of curricular and instructional initiatives focused on raising the achievement levels of all students in the WJCC schools. It also endeavors to procure ancillary educational opportunities for students in all grades and of all abilities by outreach to community and regional organizations and through collaborative grants and initiatives with local agencies.

In September 2004, the division completed development of an extensive strategic plan to which school improvement and departmental goals are to be tied. Additionally, action

plans that detail steps taken with respect to evaluations are now also to be related to strategic division goals and objectives. In September, WJCC received an award for "Commitment to Performance Excellence" for the Senate Productivity and Quality Award (SPQA) for Virginia patterned after the Baldrige National Quality Award. The SPQA application process has prompted the division to take a thoughtful approach to using the Plan-Do-Study-Act approach to self-assessment and development of procedures to ensure that its effective practices are institutionalized.

The division has begun tying all aspects of division activities to the strategic goals and objectives. In preparing budget requests for the funding cycle, administrators are required to complete a "Program Profile and Budget Overview" for the areas for which they are responsible. These include:

- applicable strategic planning goals/objectives;
- general description of the particular role of the position;
- recent accomplishments; and
- recommended changes related to the position responsibility.

Action plans that are developed subsequent to a formal evaluation also have a place for noting strategic goals associated with their enactment. They will be further discussed in Section 6.3 of the chapter. The school improvement process is reported also to tie school improvement to the strategic plan and will be further discussed in Section 6.2.8 of this chapter.

Curricular and instructional services are led by the Assistant Superintendent for Academic Services. At this point, the department is not organized into elementary and secondary sections, but is comprised of a few directors and the subject area coordinators described in Section 6.1. In this section, the operations, successes and challenges of the services of the Department of Academic Services are discussed.

6.2.1 *Curriculum Review Process*

FINDING

Despite staff having responsibility for numerous curricular areas, the division has developed a process of curriculum review and textbook adoption that keeps the division close to the state adoption cycle, encourages participation from representatives of all schools, allows for purchase of all new materials related to an adoption, and is systematic in its approach entailing a seven-year timetable. The process was formalized in 1993 with formation of a Curriculum and Instruction Advisory Council (CIAC). The Council has detailed by-laws defining membership that is representative of the division and of schools of varying sizes as well as division staff and the local education association. Comprehensive notebooks with all changes made reside in the office of the Director of Curriculum and Staff Development.

The year after SOL changes are made at the Commonwealth level, the division solicits comment from staff regarding changes in its curriculum and makes relevant adaptations. The following year, textbook adoption is undertaken to ensure that it reflects both state and division revisions. WJCC has also developed a very comprehensive and formal review process that encourages teachers to suggest modifications of content and

provides for extensive review and feedback to determine "the effects of the proposed change upon the scope, sequence, and overall content of the involved subject matter area." The process is used for course and/or strand additions or deletions, changes in course credits or weights, or when the stated curriculum is significantly altered.

Standardized forms have been created to facilitate the process. They include:

- applications for modification of subject matter which are submitted to the principal and appropriate curriculum coordinator;

- review committee recommendation;

- curriculum and instruction advisory recommendation;

- CIAC response form with a place for or against the proposal and rationale;

- a CIAC outline for new or modified course of study with a provision for specifics such as prerequisites, credits, SOL, rationale, text/support materials, assessment strategies, selected bibliography, budget implications, student fees, teaching endorsements required, and specific high school questions; and

- a budget implication form includes details about staffing, textbooks, computer hardware equipment/access, software and training, network/support requirements and other materials.

COMMENDATION

Williamsburg-James City County Public Schools is commended for the comprehensive approach it has taken for curriculum review that solicits input from a broad segment of its employees.

6.2.2 *Use of Data for Instructional Purposes*

FINDING

With plans to purchase a data warehousing system, the division is taking steps for staff to be able to easily access data relating to student achievement and manipulate it for use in systematically and purposefully making decisions about curriculum and instruction at both the division and the school level. This should enable those responsible for curriculum and instruction to examine student performance data in any configuration they choose to make decisions to raise student achievement. However, at this point, staff reported in the diagnostic interviews that:

- *We don't use enough data for decision making.*

- *Schools get SOL data, but it doesn't roll up to something the division can analyze.*

Interviews during the site visit confirmed the difficulty within the division to access and manipulate data for instructional purposes and for analysis of student and instructional strengths and weaknesses based on student SOL performance. The strategic plan requires data usage as does the school improvement process. The Director of Accountability, Testing and Grant-Writing stated that, when she assumed that position, in order to conduct program evaluations, she and others had to literally go through boxes of hard copies of student performance data to develop longitudinal records and draw conclusions on program effectiveness.

One of the initiatives she has undertaken has been to hire an external consultant to assist in using disks from the beginning of SOL testing to organize and label them and drop test data into the Data Disaggregator. This is now an ongoing annual practice. CDs are then burned for each principal to use at his/her school with the student performance data. To date, though, principals are expected to use that data with their leadership teams, grade levels or departments, but the division has not established a procedure that ensures that all schools are using that data or to what extent.

In SOL data notebooks that hold longitudinal student performance for the division and schools, comprehensive performance information was available for the division, but no information on disaggregation that identified divisionwide trends in subgroup performance that could provide critical information when analyzed regarding curricular, resource and instructional needs was available. It is these subgroups that are preventing the division from making AYP, so the ability to examine disaggregated data at the division level is critical for curricular and instructional leadership and planning decisions. Disaggregated data were presented for schools, however.

Interviewees in the division consistently expressed concern with respect to the achievement gap for both minority and low socioeconomic students that is keeping the division from achieving AYP along with the performance of students with disabilities. Without the ability, commitment, and time to easily access and examine the specific performance issues in each of those groups of students, targeting the gap will be like shooting a moving target and efforts are unlikely to ensure success.

A critical task that curriculum coordinators and supervisors should be able to perform is to disaggregate and analyze student performance data provided after SOL testing for decisions about staff development, work with individual teachers, grade levels, departments and principals and other division staff. However, given the constraints of their multiple tasks and sometimes part-time curriculum-specific responsibilities, it is difficult for them to find the time to perform those kinds of analyses for use with teachers, principals and teacher leaders. Consequently, that task in WJCC must be left to the commitment of those in the schools.

There are two issues embedded in these realities:

- having CDs that are easily transportable that hold identifiable student information on them raises a security concern; and

- in order for the division to undergo continuous improvement and to raise the achievement of all students, data must be both easily available and processes must be in place to ensure that all educators who are expected to use it are, in fact, doing so in order to make appropriate curricular and instructional changes.

RECOMMENDATION

Recommendation 6-2:

Develop processes to ensure the security of sensitive student performance data.

The division has begun plans for data warehousing with a 2005-06 budget request. However, until there is a secure system with access rights, WJCC is in a precarious position legally should CDs, which are easily portable and contain sensitive identifiable student information on them, fall into hands other than school staff using them for performance and instructional purposes, either accidentally or intentionally. By creating procedures that ensure that those entrusted with the CDs understand both the sensitive nature of the material and their own culpability in their loss or misplacement and are held accountable for the copy they are given and subsequent reproduction, the division will, at a minimum, raise awareness among a broader group of security issues.

This recommendation should be implemented before the end of the summer of 2005. The Instructional Technology Administrator should draft language regarding processes and a timeline.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

6.2.3 *Central Office Curriculum Support*

FINDING

Division and school-level staff have been proactive in seeking community partnerships and grants and working to enhance the education of students in diverse areas of the curriculum. In Health and PE and/or Science, a Wellness Camp and healthy snack lines to decrease obesity have been initiated with community support, as well as a move to lifetime recreational activities. In Drivers' Education, students learn to change oil, tires, jump batteries and use an alcohol simulator to learn about reaction time. Elementary schools have both string and bands in Fine Arts programs. In staff development this year, days have been built into the calendar for professional development time. Plans in Science include building a bank of resources for teachers to use and share once Blackboard is in place.

Additionally, WJCC is one of two school systems in the nation to participate in the Digital Library Earth Systems Education Project in which teachers have been trained by national experts to use the digital water education library that has been selected by teachers for scientific content, pedagogy and electronic ease of use. In Mathematics, a Math Academy is in the planning stages to use an elementary, middle and high school teacher to "hook" at-risk students on math while, at the same time, what each teacher knows about needs at their level is used to build a cohesive curriculum. The Guidance Department has formalized transitions between school levels with training for registrars, attendance, guidance, and principals and guidance forms have been developed that are aligned with NCLB. In Reading, data on Reading Recovery show that in 2002-03,

WJCC was able to prevent 103 first graders from either being retained or placed in special education. In 2003-04, 96 students were likewise provided reading skills strong enough to remain in regular education classes.

COMMENDATION

Williamsburg-James City County Public Schools is commended for the initiative that division and school leaders have taken to provide educational opportunities that go beyond paper and pencil learning experiences.

RECOMMENDATION

Recommendation 6-3:

Include on agendas of all meetings that involve representatives of schools, a time for sharing of best practices and innovative activities.

In every school, there are exemplary practices that are taking place that make a difference for students, but about which few people outside the school are aware. When sharing information about such practices becomes institutionalized in a division's processes, opportunities for enhanced learning opportunities will be systematically disseminated for use in all schools.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

As previously stated, one individual is responsible for both Guidance and Career and Technical Education (CTE). In 1996, the division assembled an ad hoc committee to design a Guidance Program model according to best practices. They then worked to educate stakeholders regarding the newly organized counselor responsibilities. It was board-approved and begun in Fall 1997 along with development of a K-12 school counselor specialist performance evaluation. The Guidance Coordinator position was then established. The Guidance Program is 100 percent aligned with 2004 state standards.

All elementary schools and the Center for Educational Opportunities have a full-time counselor. Two elementary schools, Clara Byrd Baker and D. J. Montague, have 1.5 counselors each. Each middle school has two full-time counselors and a secretary and each high school has a lead counselor, three other counselors and two secretaries.

An evaluation of the Guidance Program was conducted in November 2004 followed by development of a three-year action plan to ensure compliance with the recommendations. The evaluation found that quality measures of 80 percent of program standards are set with counselors maintaining daily logs and calendars. The logs facilitate data analysis, program evaluation, and allocation of time.

Responsibilities for Guidance and Career/Technical Education reside with the Supervisor of Guidance and Career/Technical Education. There is also a CTE Coordinator who works at the secondary level and is responsible for the mentorship program. The supervisor has a background in both areas and meets monthly with both groups. In her guidance responsibility, she is in charge of the secondary program of study and has creatively consolidated middle and high schools for a two-year period.

The Guidance Program has begun systematic data collection for program improvement purposes. The Director hired a programmer to develop an exemplary comprehensive log for counselor time records. High school counselors keep planning cards which they ask parents to initial when they attend conferences on their children. Counselors have developed customer service cards at the secondary level for when they have interactions with parents for data collection and self-monitoring as well as to record parent responses to their satisfaction with counselors, services and knowledge of their child. They have also initiated a parent advisory group at each school level with each developing their own guidance brochure. Transition activities for elementary to middle and middle to high school are now well-planned and occur across the division in addition to evening programs on topics such as financial aid, career summits, and panels of admissions personnel from colleges. Guidance workshops are also conducted for registrars, forms that align with NCLB have been designed and are required, and staff development is conducted for attendance personnel, guidance, and principals.

COMMENDATION

Williamsburg-James City County Schools is commended for effective program planning and data collection processes of the Guidance Department.

FINDING

Middle school students have the opportunity to take exploratory courses in Family & Consumer Sciences and Technology Education. One teacher for each program area is assigned to each middle school with courses being taught in a "wheel" and students enrolling for a semester or nine-week period. Articulation agreements in the Guidance/CTE office create partnerships for dual enrollment and tech-prep opportunities for students. The division pays for student's dual enrollment expenses. Twenty (20) teachers teach CTE courses through 41 course offerings. Those wishing to take courses not available at their home school may do so at another with the division providing transportation. The division also offers students the opportunity to take end-of-course tests through the National Occupations Competency Testing, Incorporated, and pays $17 per student for them for verified credit.

CTE has participated in an Ohio State University self-study that examines curriculum and department documents. Teachers have upgraded their own skills through achievement of industry certification through state academies. When the Supervisor took over, only two of 20 teachers were certified; now nine are.

COMMENDATION

Williamsburg-James City County Public Schools is commended for its thoughtful approach to offering students varied trade and technical courses

6.2.4 Programs for At-Risk Students

FINDING

In the past 10 years, WJCC has experienced unprecedented growth in its population of students who are not native language speakers. That has been partially due to immigration and partially to changed federal definitions. Under previous guidelines several years ago, the division had only 45 students; it now has 221 that are being monitored. Exhibit 6-6 shows WJCC Limited English Proficient (LEP) student membership compared to other divisions selected for comparability to WJCC. Although still lower in percentage than most of those divisions, its population is increasing and represents a sizeable number of students in need of testing, placement and possible services.

EXHIBIT 6-6
LIMITED ENGLISH PROFICIENT STUDENTS
PEER SCHOOL DIVISIONS
2002-03 SCHOOL YEAR

SCHOOL DIVISION	TOTAL STUDENT POPULATION*	PERCENT LIMITED ENGLISH PROFICIENT (LEP)* *
Williamsburg-James City County	**8,535**	**0.6%**
Albemarle County	12,183	5.1%
Alexandria City	10,897	22.1%
Charlottesville City	4,248	3.6%
Falls Church City	1,847	6.5%
Fauquier County	9,983	1.4%
Fredericksburg City	1,540	6.0%
Hanover County	17,539	0.6%
Harrisonburg City	4,016	29.8%
Manassas City	6,455	18.3%
Montgomery County	9,163	1.6%
Roanoke County	14,111	1.1%
Winchester City	3,523	10.25%
PEER SCHOOL DIVISION AVERAGE	**7,959**	**8.9%**

Source: Virginia Department of Education, Web site, 2005.
*2002-03 End-of-year ADM.
**Report information as of September 30, 2002.

Until two years ago, the division had one ESL teacher. They have recently added an additional .33 position with new federal guidelines for teacher: student ratios for a current total of 2.33. The new position works two hours a day at one middle school. Each student is seen almost twice a week. Reading specialists also monitor the progress of ESL students. Due to the shortage of staff, last year the Reading, English/Language Arts, Foreign Language, American Sign Language, Title I Coordinator hired two substitutes and the three of them tested 211 ESL students in 12 buildings for the Stanford English Language Proficiency Test (SELP)**.**

Serving these students and their families requires a battery of testing (oral when indicated). Students at the lowest levels receive direct services several times a week. Those in grades 9-12 receive daily instruction. Student Assistance Plans make provision for support by core staff.

Exhibit 6-7 shows the distribution of ESL students in WJCC schools.

EXHIBIT 6-7
ESL ENROLLMENT NUMBERS BY SCHOOL LEVEL
2004-05 SCHOOL YEAR

ELEMENTARY SCHOOLS		MIDDLE SCHOOLS		HIGH SCHOOLS	
SCHOOL	ENROLLMENT	SCHOOL	ENROLLMENT	SCHOOL	ENROLLMENT
Clara Byrd Baker	28	Berkeley	18	Jamestown	15
D. J. Montague	21	Jas. Blair	14	Lafayette	17
James River	18	Toano	8	N/A	N/A
Matthew Whaley	26	N/A	N/A	N/A	N/A
Norge	21	N/A	N/A	N/A	N/A
Rawls Byrd	32	N/A	N/A	N/A	N/A
Stonehouse	3	N/A	N/A	N/A	N/A
TOTAL AT EACH LEVEL	**149**		**40**	N/A	**32**

Source: WJCC Department of Academic Services, 2005.

RECOMMENDATION

Recommendation 6-4:

Disseminate a list of translators to all schools.

Placing this often vital and urgent information in the hands of the schools who are generally the ones in need of services will remove one responsibility from the ESL Coordinator and other program areas. This recommendation should be implemented before the beginning of the 2005-06 school year and can be accomplished by disseminating the list of the translators that the coordinator calls when she receives requests from the division's schools.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

The ESL Coordinator is attempting to maintain the program with student growth. They have Spanish-English books in most buildings, although not sufficient for each level of ESL. There are also some Farsi-English books for the most recent enrollees from Afghanistan. Some materials remain in the schools in which the itinerant teachers serve and some travel with them. All reading specialists and the ESL teachers and the coordinator attend the annual Virginia ESL Supervisor's Association (VESA) conference.

Tutors from William & Mary College have created a Parent Resource Center at Rawls Byrd Elementary School. Parents receive support, information, and personal tutoring.

The translator list is also shared with parents for assistance in interpreting documents. Many schools also host cultural days to encourage families from other countries to share their cultures with all students. WJCC also is in the process of writing the ESL curriculum and incorporating state standards in it.

Due to the rapid growth of enrollment in the program, there is currently no comprehensive plan that incorporates all of these elements of the program and details plans for students at each level of ESL in the division's 12 schools, as well as ensure consistent interpretation of state standards by all personnel.

RECOMMENDATION

Recommendation 6-5:

Complete development of a plan for provision of ESL services to WJCC students and families.

The division has made a good faith effort under challenging circumstances to meet this need. With continued growth of a more diverse population in the WJCC area, the need will become more pressing for a thoughtful approach to ensuring equitable levels of services to students needing ESL support. Recognizing the need for a plan is the first step. Setting aside time to complete it is essential to make the program grow with student enrollment. ESL staff, principals, regular education teachers, and reading specialists should be involved in its development to take into account their diverse perspectives on student needs and school-based issues.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The WJCC Gifted Program, "Visions," serves students who have been identified for participation either on the basis of general intellectual aptitude or overall academic ability that is well above average. Students are generally identified in the spring of fourth grade after reporting of the Stanford scores, although students in K-12 are continuously screened for services. Any one can make a referral to the program at any time, though, including students self-referring. However, the motto of the office is "No Child Unchallenged."

Towards that end, beyond specific instruction for identified students, the Gifted Office has chosen to extend services to other students through a Schoolwide Enrichment Program. The stated goals of the program are to:

■ extend the challenge level of the WJCC curriculum for high ability learners;

■ foster a schoolwide atmosphere of excellence through continuous supplementary services in all grades;

- provide opportunities for the development of gifted abilities in a diverse student population; and

- involve parents and community leaders in student learning experiences.

Monthly activities are planned by the Director and gifted specialists at each school that are designed to develop interests and strengths of participating students. Gifted specialists support non-identified students who participate and are advanced in one subject through suggested options. A pie chart provided MGT shows that 60 percent of their time is spent in direct instruction, demonstration lessons, and seminars; 15 percent is spent in collaboration/consultation; 10 percent in program management; 10 percent in assessment/evaluation; and five percent on professional responsibilities.

There are approximately 750 students who are formally identified in grades K-12. The assignment of specialists to all schools, in concert with their monthly meetings with the Director, provide continuity of services and articulation among schools and across grades. Specialists hold collaborative planning sessions with teams or individual teachers to assist in differentiating and enriching the curriculum and meeting specific cognitive and affective needs of high-ability learners.

The 2003-04 Annual Report Gifted Education shows that all of the students in the WJCC program were served due to general intellectual aptitude rather than specific academic aptitude, visual and performing arts or technical and practical arts.

Minority participation data are collected annually by the Director that include numbers of students served as individuals or in small groups, in large groups and at lunchtime learning sessions; strategies used in identification; and percentages of referrals and identifications. A brochure was developed for community distribution to enhance minority referrals. A written plan was also provided MGT to increase minority identification. Exhibit 6-8 shows a reduction in variance from 1997 through 2003 of minority/non-minority and black/white groups.

Information from the 2003-04 Annual Gifted Report submitted to the state department of education also reveals that 13.6 percent of referrals for gifted services that year were black/non-Hispanic students. Those were students who went through the identification process. The Director reports that almost all Black students who are referred are identified. The office's goal is to increase the percent of identified minority students to a level commensurate with their percentage of the total student population.

COMMENDATION

Williamsburg-James City County Public Schools is commended for its gifted program design that involves talented, but non-identified students in enrichment activities contributing to increased identification of minority students.

EXHIBIT 6-8
WJCC ETHNIC COMPARISONS OF IDENTIFIED GIFTED STUDENTS
1997-2003

ETHNICITY OF IDENTIFIED STUDENTS	1997-98	PERCENT*	1998-99	PERCENT*	1999-2000	PERCENT*	2000-01	PERCENT*	2001-02	PERCENT*	2002-03	PERCENT*	2003-04	PERCENT*
Amer. Indian/ Alaska Native	0	0.0%	0	0.0%	0	0.0%	3	0.3%	5	0.5%	3	0.3%	2	0.3%
Asian/Pacific Islander	22	2.5%	23	2.8%	21	3.0%	35	3.9%	38	4.0%	37	4.1%	30	4.0%
Black/Non-Hispanic	56	6.3%	57	6.9%	49	6.9%	55	6.2%	77	8.1%	82	9.2%	75	10.1%
Hispanic	4	0.5%	5	0.6%	5	0.7%	15	1.7%	17	1.8%	19	2.1%	19	2.5%
White/Non-Hispanic	800	90.7%	739	89.7%	633	89.4%	783	87.9%	810	85.5%	755	84.2%	618	82.8%
Other/Unspecified													2	0.3%
TOTAL	882	100.0%	824	100.0%	708	100.0%	891	100.0%	947	100.0%	896	100.0%	746	100.0%
Total minorities	82	9.3%	85	10.3%	75	10.6%	108	12.1%	137	14.5%	141	15.7%	128	17.2%
Variance (Black/White)		84.4%		82.8%		82.5%		81.7%		77.4%		75.0%		72.7%
Disparity change				-1.6%		-0.3%		-0.8%		-4.3%		-2.4%		-2.3%
Variance (Min/Non-Minorities)		81.4%		79.4%		78.8%		75.8%		71.0%		68.5%		65.6%
Disparity change				-2.0%		-0.6%		-3.0%		-4.8%		-2.5%		-2.9%

Source: WJCC Office of Supervisor of Gifted Education, February 2005.

*Perce of identified students
Reduction in variance - Black/White – 02-03 vs. 97-98: 9.4%
Reduction in variance - Minorities/Non-minorities – 02-03 vs. 97-98: 12.9%
Reduction in variance – Black/White – 03-04 vs. 97-98: 11.7%
Reduction in variance – Minorities/Non-minorities – 03-04 vs. 97-98: 15.8%

6.2.5 *School Improvement*

The school improvement process in WJCC is relatively simple and straightforward. Schools are requested to submit their improvement plans to the Assistant Superintendent for Academic Services annually and the plans are due by September 30. Once they are all received, they are compiled, copied, bound and distributed to each school board member. The format provided schools includes three items that must be included: goals, a sample objective statement, and an example statement of evidence of success.

The Assistant Superintendent for Academic Services reported that when he meets with principals under his supervision throughout the year, they discuss updates to implementation of the school improvement plans and the plans related student performance data. Some sample plans provided MGT included specific strategies the schools planned for meeting each objective. While some plans provided measurable objectives, they did not specify a criterion for evidence of success, so it is unclear as to how the school or the division will know whether or not goals and objectives have been achieved or mid-course corrections taken to ensure their accomplishment. Other plans are clear in goals, and objectives, and provide evidence of success that is measurable and supported with extensive data. They also clearly detail implementation, accountability, and timelines, enabling the measurement of formative and summative success. Thus, consistency in the ability to determine success varies among division schools.

Discussions with individuals at different levels of the division reinforce the fact that there is not a written procedure with timelines that has been developed for WJCC regarding school improvement. The variation between the examples provided suggests that plans are left to the commitment of individual principals as to implementation and evaluation, despite several meetings with the Assistant Superintendent throughout the year at which progress is discussed. They are also tied to the Strategic Plan. However, the development of additional processes would strengthen their contributions to achievement of the division's strategic goals.

RECOMMENDATION

Recommendation 6-6:

Develop written processes and more extensive reporting elements that would clarify and standardize expectations in all schools and more likely positively unify school approaches to school improvement.

The development of written processes regarding expectations, standard plan formats, and timelines will ensure consistency in division-level prioritization, oversight, and monitoring so that school improvement plans will serve as driving forces in continuous improvement and reform for the division's schools. Additionally, when school improvement goals and strategies have possible implications for budgets, it would be beneficial if a deadline for submission of plans were set early in the planning process so those considerations can be assured to be included in budget development. Berkeley Middle School's format would be an excellent model for standardizing the plan format.

6.3   *Program Evaluation, Testing, and Grant-Writing*

Since inception of the position of Director of Program Accountability, Testing and Grant-writing four years ago, a formal procedure for content and approach to program evaluations has been developed. The six-year cycle of programs identified by the school board for evaluation correlates with the budget cycle and has also been integrated into the Strategic Plan. The executive summary of the program review cycle also states that if external accreditation activities are available, they will be incorporated into the cycle.

Each evaluation includes elements that are reflective of the process: an executive summary, a literature review that drives data collection, procedures for analysis and the evaluation timeline, a program evaluation proposal, and reported findings and conclusions with recommendations and commendations.

To date, four programs have been evaluated: Bright Beginnings, Reading Recovery, the Center for Educational Opportunities/Alternative Education, and Guidance.

Comments made during visits to the division reflect positive feedback about the process that has been undertaken such as: "In the last two to three years we have taken a critical look at programs and services and have a process to monitor implementation of recommendations – maybe we are the only place in state where this is happening."

Two data-related "recommended changes" identified in the office's budget overview for FY 2006 are to "establish standard practices for data collection that can be imported into the WJCC Star Student database" and to "investigate data warehousing management systems."

An examination of WJCC student performance on SOLs compared to selected divisions reflects the level of success of WJCC students. At grades 3, 5, and 8, student scores were equivalent or above both state and peer scores in all subjects. In high school, WJCC students performed somewhat lower than both groups in Geometry, World History, Earth Science and Biology and Chemistry.

Additional comparisons reflect the subsequent success of WJCC students in terms of continuing education beyond high school graduation. Although the WJCC graduation rate for 2000 was slightly lower than peer divisions, the percent of students who attend two or four-year colleges or have other continuing education plans are higher than those in peer divisions. Additionally, only .6 percent of WJCC students have no plans compared to the average for peers of 4.3 percent.

In the area of grants, the Virginia Department of Education has developed an automated grant reimbursement and application system. This system will assist divisions in being more efficient (http://www.pen.k12.va.us/VDOE/omega/).

FINDING

Once an evaluation is completed, an Action Plan, intended to ensure follow-up on recommendations, is developed. It contains columns for recommendations, status, and next steps for two or more subsequent years. Meetings between those responsible for implementation and follow-up occur twice a year with the Assistant Superintendent for Academic Services. Status is designated as either "complete" or "in progress." There

are, however, no dates to designate either the time of completion or the date of the meeting.

Furthermore, although it is understood by those in the division, there is no notation for who is responsible for implementation of the recommendations nor is there a timeline set for each one. Depending on the individual responsible, the action plans may or may not have specific dates. For example, the Center for Educational Opportunities (CEO) has very specific dates indicated under Next Steps (2004-05) related to recommendations and even dates of discussions, while some others do not. The Guidance Plan has a column for individuals responsible for actions with specific names designated as accountable.

COMMENDATION

WJCC is commended for initiating an evaluation process that is tied to both the division's budget cycle and division's Strategic Plan.

RECOMMENDATION

Recommendation 6-7:

Standardize Action Plans to make evaluations more effective by including specific information related to individuals responsible for aspects of implementation and timelines for expected accomplishment throughout the year.

The division's existing approach to following evaluations with action plans could be even more potent with the inclusion of more detailed expectations that specify greater accountability. This should strengthen the likelihood that needed actions identified in program evaluations will bolster the program's impact on student achievement in a timely manner. This recommendation should be completed before the next evaluation cycle in the 2005-06 school year.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

With the same individual charged with testing, evaluation and grant-writing, conducting more than two in-depth evaluations a year is not a reasonable expectation. However, there is a need for evaluation to be built into program adoption on the front end to ascertain whether or not energies and resources are rendering the intended outcomes or if program modifications need to be made throughout implementation to amplify results.

Examples might include simply collecting data on a longitudinal basis on students participating in accelerated math classes and determining their success as well as their attitudes toward math. When data on programs are collected systematically, both when they are initiated and when concerns such as placement issues arise, having data available to "mine" would enable division staff to draw conclusions to guide their decisions.

RECOMMENDATION

Recommendation 6-8:

Develop abbreviated systems to collect and track data on programs/activities other than those identified by the board for extensive evaluations.

In this way, division leaders should have better information upon which to base their instructional, curricular and staff development decisions and be able to more deliberately target strategies to benefit both students and teachers. This recommendation should be initiated by Summer of 2006 for implementation during the 2006-07 school year. In that way, it can be an agenda item on administrative meetings for discussion throughout the 2005-06 year to prioritize programs or processes for attention and to develop processes, forms, responsibility charts and timelines that can be used consistently including feedback loops mirroring the Plan-Do-Study-Act process the division uses in its Baldrige approach.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources. These responsibilities can be performed by the Curriculum Coordinators with guidance by the Director of Program Accountability, Testing and Grant-Writing.

FINDING

Test-related responsibilities of the office are to direct and implement the division's testing programs, analyze test results, and provide workshops and staff development activities to school personnel regarding the use of testing information. In addition to the logistics of testing, training, arrangement, security, and results dissemination, her testing responsibilities include working with an individual in the technology department to import scores from Harcourt into the division's Star Student database and the Department of Education's (DOE) Data Disaggregator to burn CDs for principals and division staff to use for analysis of SOL scores and areas of strength and needs. In the capacity of testing coordinator, she maintains all testing documentation and analyzes it as possible.

The division has taken advantage of on-line testing in a thoughtful manner. WJCC first pilot tests with one class or grade before implementing it on a full-scale basis. This pilot allows WJCC to work out logistical challenges that might arise on a small scale as well as plan for implementation issues such as accumulating and scheduling computers and labs for problem-free broader testing. All high schools are now fully operational. The division is planning on piloting science at the middle school level this year before full implementation next year. This action will be followed the subsequent year with a pilot at the elementary level. Division staff report that they are extremely pleased with the quick access on-line testing gives them to student performance data, and students appreciate this means of testing. The division technology plan has set 2009 for full implementation in all schools.

It should be noted that the Commonwealth's Educational Information Management System (EIMS) is also available for standard and ad hoc reporting of student data. Four years of student data down to the school level are available and readily accessible.

COMMENDATION

Williamsburg-James City County Public Schools is commended for its commitment to on-line testing and procedures that ensure smooth implementation.

FINDING

Grant-writing responsibilities entail "seeking possible grant opportunities and forming collaborative partnerships to create additional funding of programs." Grant responsibilities do not include writing entitlement grants, but largely serving as a resource for those who approach the Director with a desire to write an enhancement grant. The Reading/NCLB Coordinator chaired the consolidated federal application process and facilitates it as well as being responsible for Title I Part A (Improving Academic Achievement of Disadvantaged Children) and for Title III (Language Instruction for LEP and Immigrant Students). She is also responsible for the School Refugee Grant. Other programmatic positions are contact people for implementation of the consolidated grant pieces: the Science coordinator for Titles II Part A (Highly Qualified Teachers and Paraprofessionals) and Title V (Innovative Programs), the Instructional Technology person handles Title II Part D (Technology), and the Director of Student Services is responsible for Title IV (Safe and Drug-Free Schools). The Guidance/CTE Coordinator handles the Perkins federal grant.

Curriculum coordinators related instances when, due to their conflicting responsibilities, they were unable to take advantage of grant opportunities. Nevertheless, through the involvement and initiative of division-level staff, WJCC students have benefited by many enhanced educational opportunities. Grants that they have sought either individually or together range from a $500 bike safety grant to a $1,000,000 Teaching American History Grant, a $300,000 Geospatial Technology Grant written by teachers, and a School Health Initiative Planning Grant of $135,000 for comprehensive evaluation of health-related issues in the schools.

COMMENDATION

Williamsburg-James City County Schools is commended for the outreach demonstrated to seek ancillary grant funds to enhance students' education.

6.4 Instructional Staff Development

Staff development will be discussed both in this chapter and in Chapter 3. That chapter encompasses discussion of the administration, budget, staffing, delivery system and documentation processes. This chapter will discuss its strengths and needs in terms of preparation of highly qualified teachers for the WJCC schools. Research has demonstrated that, to be effective, staff development must be relevant and supported over time to be sustained and to make an impact on teacher practice. NCLB recommends that it be research-based to develop a teacher corps that is highly qualified. Additionally, training needs to be aligned with state standards and local student needs.

The person in charge of staff development is also the Director of Curriculum for the division and the Social Studies Coordinator. This year, because the Reading/Foreign Language Coordinator is serving as an interim principal, she is also coordinating the foreign language textbook adoption. Additionally, because she shares a secretary with three others, she enters offerings into on-line registration and monitors sign-ups.

Consequently, in order to coordinate all of the division's staff development opportunities, many other people in the division pitch in. Although the curriculum staff has expertise that could be used to train division teachers, they do not often have time to provide training, so external consultants are frequently used. When called, though, the coordinators are reported to respond to school training requests and offer training during planning times or before or after school.

The training that is provided to principals is also given to assistant principals. A leadership academy through Virginia Tech provides graduate credit and is designed for new or potential administrators. Additionally, the division has joined other divisions to provide a cohort of teachers nominated by their principals as having leadership promise to take courses leading to administrative certification with the division paying tuition.

In MGT survey responses from division personnel, regarding staff development, while WJCC administrators (77%) and principals (66%) indicate it was adequate/outstanding, the majority of teacher respondents (51%) state that it needed improvement. Interviews with school-based administrators noted appreciation for the SOL mini-grants that allow them to identify staff development for their individual sites. They do not, however, work together to leverage resources to provide training to more than one campus when similar training needs are identified. Teachers interviewed stated that they do not feel that the training they receive is sufficient to enable them to embed content into practice, but that until the focus this year on cultural competence, it has largely been a "one shot" approach to staff development. They were encouraged that the division has begun a long-term approach to staff development with the cultural competence theme this year that might, in fact, lead to changed practice and attitudes.

This year is the first in many in which staff development days (2-1/2) are actually built into the school calendar so that training can be provided during the day instead of after school, on weekends or in the summer. This approach models best practice in staff development in allowing teachers to attend training, return to class to practice it, and attend follow-up training in which they can discuss experiences they had practicing skills learned.   The scheduling change, in conjunction with a year-long focus and the requirement of attendance at specific trainings throughout the year, is likely to result in application in classrooms.

COMMENDATION

Williamsburg-James City County Public Schools is commended for initiating an approach to staff development that promises to sustain learning.

RECOMMENDATION

Recommendation 6-9:

Continue inclusion of staff development days in annual calendars and develop processes that ensure that professional development results in changed practice.

Intermittent days throughout the year devoted to professional growth contribute to embedding new practices into teacher instruction, especially when coupled with a focus that extends throughout the year. The development of processes, such as expecting principals to be familiar with training their teachers have taken, will raise the likelihood that training changes instruction.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

6.5   *Instructional Technology*

Technology within the division, including instructional technology, is primarily discussed in Chapter 9 of this report. However, implications for teaching and learning as well as for administrative efficiency and effectiveness, are discussed in this section.

Interviews with staff reveal a mixed evaluation of instructional technology that appears to be a manifestation of individual experiences and site-specific priorities. One person noted that "our biggest strength is technology education" but that it was difficult to keep up with software needs and stated that the division is too far behind in its hardware needs. In contrast, one elementary school, due to ongoing collaboration, joined staff from William and Mary in state and national presentations on technology integration.

Discussions with teachers varied widely. One described the use of technology and its full integration into instruction at her school where fifth graders work on projects which culminate in power point presentations. One other teacher expressed frustration that she had planned a lesson using probes with students only to find that the probes were not compatible with the technology available at her school. Still others noted that they see much money being spent for technology that sits idle and that there is not an apparent plan that guides systematic purchases. The division also piloted videostreaming before implementing it on a full-scale basis.

Virginia has Standards of Quality (SOQ) that require divisions to certify that all teachers are technology literate. New graduates graduating from Virginia colleges have already taken the classes to be considered computer literate. A division plan does exist. Technology training for teachers is included in the plan. A Technology Academy is offered during the summer with a diversity of offerings intended to encourage integration of technology into instruction. The division has also contracted courses with the University of Virginia to offer Levels I and II classroom Applications of Technology certification. These are intended to assist staff in meeting state and national expectations for themselves and their students and integrating technology into instruction. The only ways identified for the division to know that teachers are using or

trained to use technology are certification, a requirement that they must attend training prior to being able to checkout laptops and technology integration being part of their evaluations. However, there is no rubric that ensures that principals uniformly know what to look for in evaluating for integration.

Current staff for support of instructional technology includes both a technical person and a technology teacher at every school. To date, elementary and middle school instructional technology teachers are providing direct services to students and have very little or no free time in the schedule for collaborative support. WJCC is occasionally able to offer a workshop for teachers. Currently, much technology staff development is offered by the division, and to a lesser extent at the school level. In general, students at the elementary level have computers as a center once a week. At the middle school level, they have computers as the schedule permits, usually one or two quarters. At the high schools, staff is resource-based in computer labs. Portable labs are also housed at all schools to ensure student access to computers if resource teachers are unavailable.

RECOMMENDATION

Recommendation 6-10:

Create clear procedures for technology training and use in classroom instruction.

Virginia is clear in its expectation for both teachers and students to be conversant in the use of technology. NCLB legislation is also clear in its expectation of student proficiency in technology literacy (Title ll, Part D). In order to uniformly ensure that all teachers in the WJCC have a robust foundation of knowledge and skills that will enable them to integrate technology into their instruction, the division must set expectations for all teachers and principals to have specific training including demonstration of its use in instruction. Principals should then monitor integration of technology into instruction and can do so easily through lesson plan review and identification of specific skills they expect to see demonstrated during classroom observations. This component could be added divisionwide to standard lesson plan forms. When that minimum level of technology integration is met, then the division can be certain that all students in all schools are provided the same minimum level of opportunity to learn with and through the use of technology.

This recommendation should be implemented in conjunction with the recommendation for changing the delivery of technology instruction from technology teachers to guiding regular classroom teachers in teaching technology to students made in Chapter 9.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources since the division already has a technology teacher at each school.

6.6   *Student Support Services*

The Office of Student Services includes most operations in the division's Academic Services Department that provide supplemental or extended support for students and their families, and, in that way, enhance student performance and academic achievement.   These programs include alternative education, adult education/GED, dropout prevention, Safe and Drug Free Schools and preschool, as well as services that are traditionally considered student services such as special education and 504, health and social services and psychological services.

The FY 2005 budget document for Cost Center 41 (Student Services) provided MGT shows an increase in the Student Services 2005 budget of $2,069 over the FY 2003 actual budget despite an increase in special education student enrollment of 235 and an overall student increase of 752 for the student body to whom support services are provided by the office. The Director is currently the division's hearing officer as well. He estimates this takes 50 percent of his time.   He also has program oversight for truancy prevention and intervention initiatives and he serves as the interagency liaison with a number of social service and community agencies.   These are in addition to budget preparation and administration, grant administration, staff development activities, and monitoring contract services with community agencies.

The above responsibilities are carried out by seven individuals and support staff in the Department of Student Services. The Director of Student Services has four direct reports.   He oversees the Supervisors of Special Education, Health Services, and Early Childhood Education in addition to the Coordinator/Lead Teacher of GED/Adult Education.   He has a secretary as well as two staff who report to the Supervisor of Special Education and who also support the Instructional Specialist for Special Education.   The Supervisors of Health Services and Early Childhood each has a secretary as does the Coordinator of GED/Adult Education.

6.6.1 *Student Services*

FINDING

A federal monitoring review of the WJCC Special Education Program was conducted in May 2003. Subsequent to that, the division developed a corrective action plan and, as of January 18, 2005, submitted an update that all actions had been completed.   The majority of the recommendations related to putting processes in place to ensure that IEPs are written appropriately with measurable objectives and the means of properly notifying parents are detailed.

During 2004-05, the Virginia Association of School Superintendents conducted a comprehensive study of student services and submitted a report with commendations and recommendations for annual actions.   One of the key areas for recommendations was in the area of staffing, suggesting hiring a hearing officer, a receptionist and two additional supervisors to support student growth in special areas. Relative to staffing, the study also recommended development of a staffing formula that takes into consideration student numbers to supervisors in order to ensure that the division staffs sufficient administrators and program personnel to provide efficient and effective services. The Association suggested actions to change the relationship between Student Services and

the central office, and the perceptions of its role in the division as an outpost located miles from central services. The report recommended some programmatic actions as well as noting some space issues that impinge on those relationships and perceptions. Survey results also confirm the findings of the report in the area of special education with both WJCC principals (55%) and teachers (50%) feeling a need for improvement compared to central office administrators (39%).

Once the division received the report, it developed an action plan to address each of the issues noted in the recommendations. It has begun taking actions to complete them. Of two of the support staff positions recommended in the report, one has been budgeted for next year. The Director spends an inordinate amount of his time serving as the division hearing officer for issues including suspensions and expulsions, but also for assistance to principals with students who are at risk of dropping out of school for various reasons. To address that issue, he has requested half of a position to serve that function. MGT supports the need for the additional staff recommended. He is also working diligently to address other issues and to create a more visible link between student services and the central office and schools.

Exhibit 6-9 shows current levels of growth in special education enrollment in the past two and a half years that demonstrate the necessity of the addition of staff to support growth-related requirements for services.

EXHIBIT 6-9
SPECIAL EDUCATION ENROLLMENT
2002-03 THROUGH DECEMBER 2004 (Dec. 1 VDOE Count)

SCHOOL YEAR	STUDENT ENROLLMENT
2002-03	1,100
2003-04	1,254
2004-05	1,335
Total growth in 2.5 years	**235**

Source: WJCC Special Education Department, February 2005.

RECOMMENDATION

Recommendation 6-11:

Implement the Student Services Study Action Plan prepared by the Virginia Association of School Superintendents.

The Virginia Association of School Superintendents has extensive experience in evaluating school division's services and has an awareness of comparability issues that relate to issues such as staffing. MGT's examination of the Student Services Department of WJCC substantiates the need for the division to continue adoption of all recommendations in the report.

FISCAL IMPACT

The implementation can be done with existing resources, although several of the specific actions have some associated costs.

FINDING

Much of the time expended by student services administrators is spent in participation in eligibility meetings for referred students. Spending current amounts of time in eligibilities prevents them from being able to participate to a great extent in Individualized Education Plan (IEP) meetings. The Supervisor of Early Childhood Education reports that her time is increasingly consumed by special education issues such as chairing all eligibilities of preschool children.

Division leadership has recognized that this is a misappropriation of division level staff's time, and that principals and others at the school level should be trained to more effectively identify students eligible for special education services and to run eligibility meetings. This redirection of responsibility for student eligibility tasks would free division-level staff to more appropriately attend IEP meetings.

Implementing this plan so that division staff is involved directly in IEP meetings would bring about a two-fold benefit to the division:

- a reduction in the possibility of costly due process hearings would result from those with division-level understanding of "the big picture" of services participating on the front end of actual staffing decisions; and

- a potential reduction of unnecessary costs that may otherwise accrue due to those individuals who are not responsible for the budget, making staffing and support decisions at IEPs meetings that incur costs.

COMMENDATION

Williamsburg-James City County Public Schools is commended for developing plans to pro-actively involve division-level staff in special education decisions in ways that should reduce expenses.

RECOMMENDATION

Recommendation 6-12:

Continue plans to train and delegate to school-based personnel responsibility for determining student eligibility for special education programs.

The Director of Student Services is planning to conduct training and develop a checklist for appropriate student identification. It is critical to students, to the most efficient use of administrative time, and to careful management of the division's student services budget to implement current plans. This recommendation should take place before the beginning of the 2005-06 school year for full implementation that school year.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources, and promises to result in actual savings for the division.

6.6.2 *Special Education*

Exhibit 6-10 shows the breakdown of teachers at the elementary, middle and high schools by disabilities served.

EXHIBIT 6-10
WJCC SPECIAL EDUCATION TEACHERS BY SCHOOL LEVEL
AND DISABILITIES SERVED
2004-05

DISABILITY	NUMBER OF TEACHERS IN ELEMENTARY SCHOOLS	NUMBER OF TEACHERS IN MIDDLE SCHOOLS	NUMBER OF TEACHERS IN HIGH SCHOOLS
Specific Learning Disability	16	10	4
Mental Retardation	4	N/A	4
Early Childhood Special Education	12	N/A	N/A
Developmental Delay	4	N/A	N/A
Autism	1	N/A	N/A
Cross Categories	2	N/A	N/A
Emotionally Disturbed	2	2	
Severe Disability	1	1	1
Emotional Disability/Specific Learning Disability	N/A	4	13

Source: WJCC Student Services/Special Education Staff Roster, November 2004.

FINDING

The majority of the division's 1,335 special education students are served in their home schools as the result of a concerted division effort a few years ago. Those who are still not in home schools are not because of low incidence in their particular disability as well as a few who were comfortable at a specific school after attending for a number of years so who are transitioning to another school with their peers. The division is highly collaborative in its delivery models for students and is predominately inclusive. It has self-contained classes for Severe Disabilities students, and for high end extreme Emotionally Disturbed; however, many of those students are also in collaborative models, even autistic preschoolers.

One example provided of collaboration between regular education and special education teachers is that middle school teams include special education teachers. This creates a natural opportunity for collaborative planning. At the elementary level, planning times before and after school lend themselves to collaboration among those teachers. Also, during resource time at the elementary level, teachers can collaborate. The block schedule in the division's high schools provides 90 minutes of possible collaborative planning time daily in which collaboration could take place. Collaborative approaches are encouraged within the division through discussions in staff meetings, but none of the division's staff development related to collaborative approaches is required nor are there processes that routinely support and monitor the use of collaboration or its results for all students and for teachers.

RECOMMENDATION

Recommendation 6-13:

Incorporate methods to expand collaborative planning between regular education and special education teachers into school schedules and division staff development.

WJCC teachers, especially at the elementary and middle school levels, have ample opportunities for collaboration regarding the instructional and affective needs of special education students. Further, there is much evidence of collaboration and inclusion of special education students in regular education classes at those levels.

At the high school level, there is no structure in place to ensure that joint planning occurs during the 90-minute block. In school systems and classes where special education and regular education teachers collaborate, instructional strategies for both teachers are expanded with all students benefiting. When collaboration moves to co-teaching between regular and special education students, benefits such as total integration of special education students into regular education classes even result in inability to discern special education students from regular education students.

The identification of best practices in local schools where collaboration is directly benefiting students, and the creation of parameters to more uniformly ensure collaborative teaching approaches, should build greater capacity among more teachers that will directly benefit both regular and special education students. Requiring certain professional development opportunities that empower teachers with an understanding and strategies for effective collaboration should also more effectively utilize existing and new opportunities for collaboration. The implementation of this recommendation should take place throughout the 2005-06 school year with procedures and schedule changes prepared for the 2006-07 school year.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

FINDING

Special education departments provide a range of services for students with special needs that are eligible for Medicaid reimbursement. Currently, the division is not capitalizing on that source of supplemental income for the services it provides. A history of receipts for Medicaid reimbursement for the past two years (FY 03 and FY 04) shows that the division has only received a total of $33,028 during that time and that the receipts are increasing only slightly.

Although one reason given for not seeking reimbursement is the burden of paperwork, there are agencies that will work with school divisions to identify eligible students and reimbursable services, provide training to assist staff in recording eligible services, and do the actual billing on a monthly basis. The division is missing out on a potential that could offset some of the costs of implementation of the recommendations of the Virginia Association School Superintendent's study.

RECOMMENDATION

Recommendation 6-14:

Expand billing for Medicaid eligible students and services to include all eligible reimbursable categories.

The Supervisor of Special Education should interview several Medicaid billing providers regarding the level of assistance they provide in identifying students and services, and helping divisions start and monitor billing as well as their fees for services. Using an outside provider prevents division staff from having the burden of paperwork while allowing the division to reap additional funds for services they already provide. Resources are also available at the Virginia Department of Education and the Department of Medical Assistance Services. This recommendation should begin this summer.

FISCAL IMPACT

In contrast to WJCC's average annual Medicaid receipts of $16,514, Campbell County with a student enrollment of 8,815 received Medicaid reimbursement of $63,649 in 2003-04, even without filing for reimbursement for all eligible students and services. With a student enrollment of 9,402, WJCC should collect an additional $70,000 when billing for all eligible services and students, and will likely recognize additional reimbursements, both with complete filing and with growth in student enrollment.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Bill for Medicaid Reimbursable Costs	$70,000	$70,000	$70,000	$70,000	$70,000

6.6.3 *Preschool Programs*

The Supervisor of Early Childhood Education position has been in existence for nine years with the current supervisor being the first to hold the job. The program began with Title I funding, but is now almost exclusively locally funded. Approximately $160,000 is from Virginia Preschool Initiative (VPI) funds with less than $32,000 coming from federal funding for preschool special education students. Exhibit 6-11 shows program expenditures from 2000 through 2003 including per pupil costs.

EXHIBIT 6-11
ANNUAL BRIGHT BEGINNINGS EXPENDITURES
2000-01 THROUGH 2002-03 SCHOOL YEARS

SCHOOL YEAR	NUMBER OF STUDENTS ENROLLED	TOTAL EXPENDITURES	PER PUPIL EXPENDITURES
2000-2001	144	$878,478	$6,101
2001-2002	161	$828,487	$5,146
2002-2003	168	$856,003	$5,095
TOTAL	**473**	**$2,562,968**	**$5,419 (Avg.)**

Source: WJCC Bright Beginnings Program Evaluation, 2003.

All teachers are certified in early childhood, early childhood special education, or speech/language. Fifteen of 20 teachers hold a master's degree in their area of expertise. Staffing for self-contained classes includes two adults (one teacher and one instructional assistant) for each eight students. The program evaluation reports that Bright Beginnings teachers exceed the qualifications recommended in the literature review. Bright Beginnings classes are staffed at the same two positions to every 15 students. Classrooms that have mixed Bright Beginnings and special education students have one full-time teacher and two instructional assistants per 15 children. Other support services include OTs, PTs, speech therapists, university and community volunteers, Foster Grandparents, social workers, and a preschool nurse.

Since taking over the position, the Supervisor has merged two formerly separate preschool programs, one for special education students and one for the rest of students identified as at risk. Bright Beginnings (BB) is the name of the preschool program for at-risk students. Growth in student numbers has necessitated expansion to other sites where it was logical to staff with personnel who could serve both sets of students. Numbers of non-English speaking children are also growing. As a consequence of an audit of the VPI Program in September 2004, plans are in place to implement programs which will facilitate teachers' adherence to benchmarks.

Recent program success is reflected in student achievement records:

- Kindergarten teacher surveys reported that 81 percent of former BB students were performing on or above grade level in Kindergarten in 2002-03;

- based on the same data, 83 percent of first graders who had been in BB were reading on or above grade level by the end of the year; and

- of the 1997-99 BB students who took their 3rd grade SOL, 69 percent passed the Reading SOL, 81 percent passed the Math SOL, and 75 percent passed the Science SOL.

The division was reported to be one of only two in Virginia that did not use the UVA Phonemic Awareness Literacy Screening (PALS) Literacy Program in kindergarten. Kindergarten services are due for review at which time PALS usage will be re-visited. Failure to use PALS, or apply to the Department of Education for acceptance of an alternative, and participate in the state's early intervention program results in the loss of $56,785 in state funding each year.

FINDING

The Supervisor is based at a school, but oversees programs for 292 preschool children at five of seven elementary schools and all preschool staff including 20 teachers and 30 teacher assistants. A preschool speech therapist and a BB case worker also report to her. She is also responsible for the division's kindergarten program. In addition to special education eligibility responsibilities, she makes related assignments and conducts follow-up on the 122 preschoolers who have special needs. The time spent on special education-related tasks is reducing time available for staff supervision, that would ensure that practices are uniform across all preschool programs, and for follow-up on staff development to see that teachers are practicing newly-acquired behaviors.

Secretarial support for Beginnings and NEED are located in two schools. However, there is no secretarial support during the summer months as both positions are 10-month programs.

Exhibit 6-12 shows the activities conducted during the first semester of the 2004-05 school year relative to program administration, evaluation, and staffing.

EXHIBIT 6-12
PRESCHOOL STUDENT PLACEMENT-RELATED ACTIVITIES
FIRST SEMESTER 2004-05 SCHOOL YEAR

ACTIVITY	NUMBERS
Developmental and speech/language screenings	103
Student referrals for full evaluations (also conducted by preschool staff)	50
Family visits	600
*BB Intake interviews	100
**Eligibility meetings for special education services	67
IEP meetings	116
***New children enrolled	153
****Transportation arrangements made with Transportation Department	Over 300
Total	**1489**

Source: Created by MGT based on information provided by Office of Preschool Programs, February 2005.

* involves developmental screening of child and parent interview to gather family history and identify risk factors
**97% of students found eligible
***involves collecting and verifying registration documents and health records, and entering information into Star Student data base
****involves plans for car seats and wheelchair needs

COMMENDATION

Williamsburg-James City County Schools is commended for the level of integration of all preschool children in inclusively-designed classes.

RECOMMENDATION

Recommendation 6-15:

Re-consider the use of PALS as a tool for assessment of the literacy knowledge of kindergarten students, and participation in the state's early intervention program.

With all divisions in the state using the Phonemic Awareness Literacy Screening (PALS), the WJCC should strongly consider using it was well. It is the screening tool used in Virginia's Early Intervention Reading Initiative and is aligned with the Commonwealth's SOLs for English. Furthermore, it provides teachers essential information regarding the identification of students behind in fundamental literacy skills and diagnostic data to assist them in matching reading instruction with specific literacy needs.

FISCAL IMPACT

The state would provide WJCC with an annual allocation of $56,785 for participation in the PALS Program.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Secure State Funding for PALS	$56,785	$56,785	$56,785	$56,785	$56,785

6.6.4 *Health Services*

The Coordinator of Health Services reports to the Director of Student Services and is responsible for the supervision of nurses in the division's schools, wellness for students and staff, medical oversight, and training for staff. She also meets four times a year with the Health Advisory Committee as well as monthly meetings with the Health Initiative Committee that is directing that grant program mentioned earlier.

Initiatives the office has prompted are a corporate membership for staff at the recreation center at a discounted rate, discounted flu shots for employees given at each site, and a divisionwide Active for Life Program to promote wellness. The program involves team competitions and wellness activities such as health screenings.

Every school in the division has a full-time registered nurse. Although they are not required by the Commonwealth of Virginia, principals attest that they cannot do without nurses both for medically fragile students and for medical advice for many families who consult with them as surrogate primary care providers.

FINDING

The Coordinator becomes involved in Family Life Education at many schools because of the sensitive nature of the topic and the need for objective, factual information for students. Responsibility for Family Life Education is now that of the half-time Coordinator of Science. There is a job description for a Prevention Specialist for Substance Abuse that is not currently filled, so the critical task of providing for that health-related subject is currently provided by the Director of Student Services.

RECOMMENDATION

Recommendation 6-16:

Move responsibility for Family Life Education and Substance Abuse to the Coordinator of Health Services.

The involvement of the Coordinator of Health Services in Family Life Education connotes the relatedness of it to health services. Assigning responsibility for it to this position rather than the Science Coordinator more logically places it in the office best equipped to deal with the topic to minimize controversy in the community. Furthermore, tackling the issue of creating safe, drug-free schools also relates to health issues and to working with

the agencies and community organizations with which the Coordinator of Health Services works on a regular basis.

Moving these responsibilities frees the person responsible for science curriculum to focus on improving student achievement in that subject and the Director of Student Services to focus energies on leadership for the office and on planning and pro-active activities that provide the level of support for all instructional services intended in the creation of such a position.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources.

7.0   FACILITIES USE AND MANAGEMENT

7.0 FACILITIES USE AND MANAGEMENT

This chapter presents MGT's review of facility use and management and related policies and procedures in the Williamsburg-James City County Public Schools (WJCC). The five sections in this chapter are:

7.1　Organizational Structure
7.2　Capital Planning and Facilities Use
7.3　Operations and Maintenance
7.4　Custodial Services
7.5　Energy Management and Community Use of Facilities

Well-planned facilities are based on the educational program and on accurate student 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 selection of building materials, hardware, mechanical, electrical, and plumbing systems, and of other major building components, should be made according to life cycle cost analyses for an optimum total cost of construction, operations, and maintenance. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program, and efficiently utilizes the school system's resources. Efficiencies and economy of management and operation are critical to ensuring that resources for direct instruction are maximized.

CHAPTER SUMMARY

WJCC is and will be, for the foreseeable future, in a continuous growth mode. More schools will be required, even beyond those currently acknowledged by the City, County and School Division as "needed." Concurrent growth and updating of all existing buildings--including the support facilities--will be essential as well. Major findings from a recently WJCC-commissioned *Capital Improvements Study* by Moseley Architects included:

- many facilities are in need of expansion due to growing student populations;

- new facilities at all levels (elementary, middle, and high school) are needed immediately, as well as in the foreseeable future;

- some existing facilities are inadequate to their current use and should be adapted to reuse for other purposes; and

- many facilities need all or some portions of their mechanical, electrical and plumbing systems updated and streamlined for greater energy efficiency, to narrow the range of repair and replacement parts, and focus the training of maintenance tradespersons on fewer product types and manufacturers.

To ensure the continued success of the school division, WJCC should implement a formal Interlocal Agreement with the City of Williamsburg and James City County to

pursue a joint, ongoing, and comprehensive planning process for all growth and development, including public school facilities, in the Williamsburg-James City County area.

The division may need to address two support facilities (operations center and central administrative offices) in the future should student growth continue.

WJCC has a commendable cyclical preventive maintenance program in which carpet, floor tile, and paint are replaced every seven years in each school building, although the division has occasionally elected to defer maintenance work in order to fund other priorities. This program could be improved by adopting a policy to identify, detail, and incorporate any and all needs for expansion, reconfiguration, and additions in the seven-year cycle.

The division has a well-organized, thorough, and exceedingly competent custodial program that provides excellent customer service to principals. However, school custodians currently lack sufficient office and storage space for equipment and supplies.

The WJJC Building Services Department could further improve its efficiency and effectiveness by:

- adopting a life cycle cost analysis policy;

- hiring some additional tradespeople to reduce work order backlog and reduce overtime costs;

- hiring a delivery person to free the tradespeople to focus on their trades;

- adopting Xeriscape landscaping at all division facilities to reduce watering and weeding costs;

- employing major new energy technologies for heating and cooling as outdated HVAC systems are replaced to save on utilities costs;

- using performance contracting to finance the replacement of older, inefficient heating and cooling systems;

- using building commissioning in the replacement of heating and cooling systems and in the construction of new facilities, as well as the renovation of existing ones; and

- installing lighting control devices to reduce unnecessary consumption of electricity.

7.1 *Organizational Structure*

A comprehensive facilities management program coordinates all the physical resources of a school division to ensure the most efficient and economical operation. The administration of the program effectively integrates facilities planning with the other aspects of institutional planning, including identified institutional priorities. To be effective, facility planners and managers should be involved in the school division's strategic planning activities.

FINDING

The WJCC Building Services Department is well organized to perform its functions.

Exhibit 7-1 shows the current organization of the Building Services Function of WJCC. The Director of Building Services reports to the Assistant Superintendent for Finance and Administrative Services, who, in turn, reports to the Superintendent. Reporting directly to the Director of Building Services are the following functions:

- Facilities Management Coordination
- Facilities Construction
- Custodial Services
- Maintenance
- Food Services

This organizational arrangement is strong and logical for these reasons:

- Facilities Design and Construction, Custodial Services, and Maintenance are under one Director. This means that the same person who is responsible for decisions affecting initial construction costs is also responsible for keeping a reasonable bottom line on operating and maintenance costs. Such an arrangement is conducive to life-cycle cost thinking, even if a formal life cycle costing program is not in place. Moreover, key stakeholders are all involved in the planning for new facilities; and

- The Director of Building Services reports directly to the Assistant Superintendent for Finance and Administrative Services. This gives him or her a direct voice with the key financial and administrative services officers in WJCC about needs and priorities from the perspective of finances and services.

COMMENDATION

Williamsburg-James City County Public Schools is commended for having a suitable organization for the conduct of life-cycle costing in the procurement, operation, and maintenance of its facilities, and for having a simultaneous financial and administrative services authority where building services needs and priorities can be heard, considered, and advocated.

**EXHIBIT 7-1
WJCC'S BUILDING SERVICES DEPARTMENT
ORGANIZATION STRUCTURE
2005**

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                        ┌─────────────────┐
                        │  Superintendent │
                        └─────────────────┘
                                 │
                        ┌─────────────────┐
                        │   Assistant     │
                        │ Superintendent for│
                        │ Finance & Administrative│
                        │    Services     │
                        └─────────────────┘
                                 │
  ┌──────────────┐      ┌─────────────────┐      ┌──────────────┐
  │ Senior Accounting│  │ Director of Building│  │   Senior     │
  │   Secretary   │    │    Services     │    │ Administrative│
  └──────────────┘      └─────────────────┘      │  Secretary   │
                                                 └──────────────┘
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Manager, Custodial Services	Supervisor, Maintenance	Supervisor, Food Services	Facilities Management Coordinator
Administrative Secretary (shared)	Administrative Secretary (shared)	Accounting Associate	Administrative Secretary (shared)
Custodial Supervisors (2) High School Level	Electricians (2) HVAC Staff (4) Carpentry Staff (4) Plumber (1)	Cafeteria Managers One for Each School (12)	Construction
Head Custodians (12)		Cafeteria Staff (52)	
Custodial Staff (78)			

Source: WJCC, 2005.

7.2   *Capital Planning and Facilities Use*

Engaging in planning for facilities is one of the most important activities (other than curriculum and instruction) of a school board or administration. The essential activities of a facilities planning process include:

■   the development of facilities plans that are responsive to the educational needs of the students and of related educational programs;

■   plans for the optimum utilization of existing facilities to ensure that overbuilding does not occur;

■   accurate student demographic information that ensures new facilities are located in appropriate geographic areas of the school division and are designed to the optimum capacity; and

■   a clear understanding of the safety and security needs of the contemporary educational setting.

FINDING

All population projections are unanimous in their forecast of continued growth in the Greater James City County area. Unfortunately, the growth and development that have occurred so far in the greater James City County area show little evidence of management or control. MGT found that:

■   Growth and development in James City County appear neither guided nor managed in a manner that shows a concerted joint effort with the growth and development of the public schools. Housing and commercial developers seem to have few, if any, constraints placed upon them with respect to where certain development efforts may or may not occur. As a result, the influx of population near new and existing schools appears to be unpredictable, defying most efforts to forecast demographic trends.

■   Until perhaps very recently, there appears to have been no recognition or acceptance on the part of the elected officials in the City and the County of continued and steady population growth as the operating environment for the planning for new and improved facilities.

■   Anecdotal information from interviews conducted by the MGT team revealed that some elected officials were initially "surprised" that a third high school was not only needed, but indeed overdue, to house additional students;

■   The planning and design efforts for the third high school were conducted for the most part as a singular effort--not as one that would likely need to be repeated in the future;

- The WJCC School Board did not adopt the Capital Improvement Plan FY 2006-2010 ("CIP") until February 15, 2005. In addition to recognizing the already voter-approved third high school as a new facility in that Plan, a fourth middle school and an eighth elementary School are among the proposed new facilities in the CIP; and

- No planning activities for additional new facilities, such as a fourth high school, and its attendant middle school and elementary schools, beyond 2010 are mentioned in the CIP.

In the future, an ongoing and comprehensive process is needed to plan for new facilities that can be placed in service in a responsive manner based on population growth, and in locations that are optimum from the standpoint of demographic trends and population shifts that can be forecast for Williamsburg and James City County. The commitment to such a process must be accepted by all three participants--city, county, and school division—recognizing the reality that the Williamsburg-James City County area is, for the foreseeable future, in a growth mode, and that new schools and more space in existing schools will be needed on an ongoing, rather than occasional or sporadic, basis.

Exhibit 7-2 shows the official population projections from the James City County Web site. The second column reflects the County's own projections, while the third column reflects more conservative projections by the Virginia Employment Commission (VEC). As the exhibit shows, James City County is projecting 18 percent growth countywide, with the VEC is projecting 13 percent growth. Although a fairly wide discrepancy exists between these two projections, both sources agree that the county is in a continued growth mode. More details on the county's projections can be found at http://www.jccegov.com/about/compplan/cpopultn.pdf

EXHIBIT 7-2
JAMES CITY COUNTY POPULATION PROJECTIONS
2005 - 2010

YEAR	JAMES CITY COUNTY	VIRGINIA EMPLOYMENT COMMISSION
2005	57,359	47,993
2010	67,947	54,004
Percent Growth	18%	13%

Source: Williamsburg-James City County Web site, 2005.

Exhibit 7-3 shows the projections by DeJong for WJCC of the enrollment across all schools. Between 2005 and 2015, the division expects student enrollment to increase by approximately 21.5 percent.

**EXHIBIT 7-3
ENROLLMENT PROJECTION FOR
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2005 – 2015**

SCHOOL YEAR	PROJECTED ENROLLMENT			
	K-5	6-8	9-12	TOTAL
2005-06	4,224	2,289	3,164	9,677
2006-07	4,355	2,351	3,270	9,976
2007-08	4,539	2,348	3,346	10,233
2008-09	4,705	2,313	3,435	10,453
2009-10	4,823	2,349	3,479	10,651
2010-11	4,854	2,533	3,480	10,867
2011-12	4,949	2,639	3,500	11,088
2012-13	4,970	2,762	3,543	11,275
2013-14	5,004	2,782	3,710	11,496
2014-15	5,043	2,866	3,849	11,758
ENROLLMENT INCREASE	19%	25%	21.6%	21.5%

Source: Created by MGT from data furnished by Williamsburg-James City County Public Schools, based on DeJong moderate enrollment projections, October 2004.

Although the County and WJCC projections do not necessarily agree in order of magnitude or in proportion, they are unanimous in one respect: Williamsburg, James City County, and the WJCC School Division will grow for the foreseeable future. To be a cost-effective use of taxpayers' monies, the response to this growth must occur in a deliberate and cooperative manner between the city, the county, and the public schools. Only such a joint effort can assure that:

- schools will be built where they are needed most and in the proper size and configuration for the need;

- school construction in response to population growth is logical, responsive, and orderly; and

- school bus transportation demand and congestion from automobiles are reduced as more elementary and middle school students are able to walk or bicycle to school because the greater density of development has led to more walk-able communities.

In many states, growth management laws and processes have provided for agreements between school boards and local governments to pursue joint planning and growth management efforts. The following excerpt from a Web site article describes some of the essential elements of such interlocal agreements:

> *These interlocal agreements must address school sitting, and establish a process to ensure consistent enrollment and population forecasting. The agreement must also address how to provide on- and off-site improvements to meet the infrastructure and safety requirements of schools, the joint use of facilities such as parks and libraries, create*

procedures for dispute resolution, and create an oversight process to ensure implementation.

Communication and coordination is enhanced by requiring the agreement to address participation by local government in decisions such as school sitting, renovation, and closure and all short and long range school facility planning. Conversely, the school board's participation in significant planning decisions must also be addressed by the agreement. The school board's involvement is enhanced by requiring a school board representative on local planning agencies and regional planning councils.[1]

In recognition of the need for, and wisdom of, the planning of communities in more compact and dense configurations, the Council of Educational Facilities Planners recently reduced its recommended acreages by nearly 50 percent (see http://www.cefpi.org/cgi-bin/smartSearch.exe). This indicates a recognition on the part of CEFPI that schools can and should be located in more densely populated areas, on sites that can be significantly smaller than what has been considered the norm. By working actively together, the City, County and School Division thus can identify sites that are more easily and readily accessible on foot or by bicycle, and offer shorter travel distances for parents and buses. This is especially true for elementary and middle school sites, but high schools can be located more closely to higher population densities as well.

RECOMMENDATION

Recommendation 7-1:

Work towards a community dialogue on the need for a formal Interlocal Agreement between the City of Williamsburg, James City County, and Williamsburg-James City County Public Schools for the pursuit of a joint, ongoing, and comprehensive planning process for all growth and development, including public school facilities, in the Williamsburg-James City County area.

The current five-year school contract and funding formula between the City and County and the Public Schools is scheduled to expire on June 30, 2007. In its place, the County Board of Supervisors, the City Council, and the WJCC School Board, should negotiate a formal agreement that makes all planning and growth management efforts a joint undertaking between the three parties. This process should be formalized by the creation and ratification of an Interlocal Agreement between the three governing entities. The Agreement should be structured to decide jointly on the best locations for new schools, and to implement ways and means to focus and control growth and development in areas where new schools will be constructed or have been constructed.

WJCC should contact other comparable school divisions, in Virginia and perhaps elsewhere, who have had to deal with joint planning and growth management and conduct Web searches to identify existing or proposed ways and means of approaching

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[1] Source*: http://www.land-use.com/article17.cfm*

these critical issues. The Council of Educational Facilities Planners should also be consulted for expertise in this area. Detailed discussions should be held with appropriate County and City officials to determine how WJCC, the County, and the City might find new ways and means for coordinating the planning for growth in the Williamsburg-James City County area. Growth management on a cooperative basis between all three parties would appear to be in their highest interest and mutual benefit.

The entire effort to ratify an Interlocal Agreement should be completed before June 30, 2007, when the current five-year contract expires.

FISCAL IMPACT

This recommendation can be implemented with existing resources, with the possible exception of the hiring of consultants and advisors, if any. If a comprehensive, joint planning effort can be effected by the Interlocal Agreement, the positive fiscal impact on the future judicious use of taxes, land, infrastructure, transportation and other public resources for public school facilities can and will be significant.

FINDING

The division should address the critical space needs for central office administration and the Operations Center in the future, should the division continue to grow.

A Capital Improvements Study was conducted by Moseley Architects ("the Moseley Study") as consultants to the Williamsburg-James City County School Board. The final report was issued February 1, 2005. The Moseley Study serves as the foundation for the previously mentioned *Capital Improvement Plan - FY 2006 – 2010* ("CIP"), which was adopted by the WJCC School Board on February 15, 2005.

The Moseley Study is candid in its assessments and recommendations. The WJCC School Board has heeded many of its recommended actions, and included them in the CIP. However, key support functions and building needs for the central administration and the Operations Center are not addressed in the Moseley Study or the CIP.

RECOMMENDATION

Recommendation 7-2:

Consider addressing space needs in the central office and the Operations Center should the division continue to grow.

All strategic alternatives should be explored, such as:

- consolidation of all WJCC administrative and operational functions into one new facility that is designed to grow with the school division;

- creation of a facility that is a joint City, County and Schools administrative complex; and

■ major expansion of the Operations Center to consolidate all WJCC administrative and operational functions at that location.

It is unlikely the division will be able to implement this recommendation in time to include its recommendations in the current CIP. However, as the student population continues to grow, this study should be conducted.

FISCAL IMPACT

This recommendation can be implemented with existing resources, plus the cost of hiring an outside consultant. MGT estimates the required consulting fee will be no more than $30,000 and will be needed in the future. After the study is completed, the fiscal impact of the recommended options will be known.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Complete Capital Improvements Study for Support Facilities	$0	$0	($30,000)	$0	$0

FINDING

In the past, WJCC had not fully developed or consistently used educational specifications or guide specifications in the building or renovation of its schools. However, WJCC is now in the process of finalizing educational specifications for all three school types. WJCC had prepared partial educational specifications as a facility program for the third high school, and these are now being finalized. In addition, the Moseley Study contained draft educational specifications for elementary and middle schools of varying sizes, and they are now also being finalized. However, no guide specifications appear to be in evidence.

Due to a lack of educational specifications in the past, a high degree of inconsistency now exists from one WJCC school facility to the next. MGT found that:

■ the Moseley Study shows a variance from 118 square feet to 164 square feet per student for WJCC elementary schools, and 118 square feet to 141 square feet per student for WJCC middle schools. Only the two high schools have a similar ratio of square footage per student, at 162 and 168 square feet each;

■ principals' offices vary noticeably in size, furnishings, and equipment--some have individual toilets, some have generous waiting areas and suites, while others do not;

■ the gymnasiums of some elementary schools are more generous in size than those in some middle schools, while some middle school gymnasiums are equipped comparably to some in high schools;

■ similar discrepancies occur with cafeteria spaces, media centers, resource centers, and storage spaces; and,

- some schools have large circulation areas carpeted, while others have little or no carpet.

As the newly developed educational specifications are used by WJCC in the future, the number and severity of these inconsistencies should diminish.

Further, WJCC should seek consistency by developing guide specifications for use by the architects they hire. Guide specifications set standards for materials and equipment in order to create parity from one school building to another. Ideally, the guide specifications contain some items that a school division buys in bulk quantities at a discount for use in construction or renovation.

WJCC may not have a sufficiently large building program for mass purchasing in many respects, but all school divisions, regardless of size, can benefit from the development and use of guide specifications. These documents are the key to greater uniformity in amenities from one school building to the next. They should be employed not only on new construction, but also as existing facilities are renovated and upgraded to be on par with the newer buildings.

The benefit to WJCC of using guide specifications is that its educational facilities will be more evenly designed and built as the space sizes, furnishings and equipment are clearly specified. As interior and exterior finish materials become more standardized, along with light fixtures, door hardware, and mechanical equipment, custodial and maintenance work can become more standardized. This should save money because fewer different types of cleaning tools and chemicals are needed, and fewer different repair and maintenance parts are required.

RECOMMENDATION

Recommendation 7-3:

Prepare guide specifications, in addition to the educational specifications now being finalized, for use by the school architects in the design of new facilities and for renovation and rehabilitation, as well as additions to, existing facilities.

One set of guide specifications should be prepared for all three school types, provided that different sets of specifications are used for such areas as kitchens, cafeterias, and gymnasiums in elementary, middle, and high schools. Custodial and maintenance managers should be consulted for input on cleaning and repair issues as the guide specifications are prepared.

The guide specifications should be completed as quickly as possible so that they may be used immediately on the projects slated for action in 2005-06 as noted in the CIP.

FISCAL IMPACT

This recommendation can be implemented with existing resources, unless WJCC determines that a consultant is required to prepare these documents. A positive fiscal impact should ultimately result as the benefits of standardization are realized in custodial and maintenance operations.

FINDING

The division's historical use of a single person Agency Representative will likely be insufficient support for the planned level of construction during the coming five school years. Historically, the division has employed a single person to serve as the Agency Representative on a consulting basis. According to WJCC's general operating expenditure records, the annual cost for the Agency Representative has been approximately $50,000. This was at a time when the annual construction expenditures rarely exceeded $1 million (see Exhibit 7-4).

EXHIBIT 7-4
CONSTRUCTION EXPENDITURES FOR
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2001 - 2004 FISCAL YEARS

YEAR	CONSTRUCTION PROJECT EXPENDITURES
2001	$524,968
2002	$684,089
2003	$1,201,004
2004	$1,344,146

Source: Williamsburg-James City County Public Schools, Construction-related Costs for New/Renovated Facilities Projects, 2005.

The CIP calls for spending $3,783,000 on existing facilities improvement, and for more than $30,791,000 on new construction in 2005-06 alone. A grand total of more than $97,600,000 is projected to be spent on all projects and facilities through the 2009-10 school year. This high expenditure level compares to the low levels shown in Exhibit 7-4 for the 2001-04 school years, when the services of an single person Agency Representative were appropriate.

In response to this reality, WJCC has decided to hire a Construction Management (CM) firm to serve at least over the coming five school years in the implementation of major construction projects. The CM firm will serve as the overseer of the work of architects, other design professionals, and contractors hired in the design and construction of school facilities, much in the manner of an Agency Representative, but on a more intensive and far-ranging basis. The budget for the CM firm is $250,000 for each of the first two years, increased from the $50,000 annual expenditure previously for the single person Agency Representative.

COMMENDATION

Williamsburg-James City County Public Schools is commended for exercising due diligence by using the professional services of an outside Construction Management (CM) firm to represent its interests with architects, engineers, and contractors hired by the WJCC School Board.

FINDING

In cooperation with the City of Williamsburg and James City County, WJCC pursues a diligent four-step site-selection process.

WJCC conducted extensive and detailed site analyses before deciding on the site for the third high school. A *Report on Site Requirements for a Third High School* by Hollingsworth-Pack Corporation was submitted to WJCC on March 5, 2002. After candidate sites were identified based on this report, WJCC hired AES Consulting Engineers to perform comparative analyses of those sites. The AES report was submitted to WJCC on February 23, 2003 under the title *Site Comparison Analysis for a 3rd High School.* While both reports provided reliable information on site characteristics, two criteria were noticeably absent:

- MGT found no preferred location, or "ground zero" for the third high school based on such factors as population growth trends, transportation efficiencies, and growth management issues; and

- MGT found no discussion of similar "ground zero" locations for the fourth middle school or the eighth elementary school.

In interviews with Building Services staff, MGT found that a committee of City, County and WJCC staff is usually assembled when a site must be selected for a future new school building. Such a site selection committee is now being assembled to identify the site for the eighth elementary school.

This process is an excellent example of cooperation between the city, the county, and the school division. It might serve as the basis for the development of an Interlocal Agreement as described in Recommendation 7-1.

COMMENDATION

WJCC is commended for working cooperatively and diligently with the city and the County in a four-step site selection process.

FINDING

The division does not currently complete regular life-cycle cost analyses in its facilities management. Moreover, life-cycle cost analyses are not a matter of policy when the division is contemplating major selections of building materials and components during the design of new buildings, building additions, or renovations. When only the lowest first cost is used as the selection criterion, the division faces an increased risk of unacceptably high maintenance and operating costs.

Life cycle cost analyses are typically performed by the architects and engineers hired to design new facilities. In addition, some life cycle cost analyses are performed to reach decisions on future new and replacement floor finishes, especially for school corridors and other common circulation areas. For example, although porcelain tile and terrazzo are significantly higher in initial cost than vinyl composition tile (VCT), they both have a

significantly longer life span than VCT. The presence of like-new terrazzo floors in the older schools of WJCC attests to this.

In addition, VCT requires constant multiple-layer waxing in order to keep it serviceable, whereas porcelain tile and terrazzo require significantly less upkeep. For example, porcelain tile is cleaned typically with soap and water and a squeegee. As a result, VCT begins to lose ground against terrazzo and porcelain tile in a life-cycle cost analysis when the constant expenses of labor and materials for VCT waxing are added. Moreover, VCT is generally replaced on a seven-year replacement cycle, while the lifespan of terrazzo or porcelain tile floors can be hundreds of years.

According to the Wikipedia:

> *A life cycle cost analysis calculates the cost of a system or product over its entire life span. The analysis of a typical system could include costs for planning, design, development, production, maintenance, disposal or salvage. This cost analysis depends on values calculated from other reliability analyses like failure rate, cost of spares, repair times, and component costs.*[2]

The only cost item that should be added to this definition is "operation."

RECOMMENDATION

Recommendation 7-4:

Establish a life cycle cost analysis policy within the Building Services Directorate of WJCC.

WJCC should complete a life cycle cost analysis before purchasing:

- heating and cooling equipment of varying types and configurations, including so-called "green" systems (closed loop groundwater heat pumps, evaporative cooling systems, rock heat storage systems, photovoltaic systems);

- floor finish materials, such as vinyl composition tile, porcelain tile, and terrazzo;

- window assemblies with a variety of selective low emission glass types, and varying layers of glazing;

- wall assemblies of varying insulation (R or U) values; and

- light fixtures and electric lamps of varying efficiencies and lumen outputs.

This recommendation should be implemented during the 2005-06 school year.

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[2] http://en.wikipedia.org/wiki/Life_cycle_cost_analysis

FISCAL IMPACT

Typically, architectural and engineering consultants require only minor additional fees to provide such services. Existing internal staff, and the newly hired Clerk of the Works, should also be able to conduct some of these analyses using applicable software. Over the long-term, implementing this recommendation should lower both operating and maintenance costs. However, a specific estimate cannot be given.

7.3 *Operations and Maintenance*

The proper maintenance of facilities is critical to ensuring support for an effective instructional program. According to the Council of Educational Facilities Planners, 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 provisions have proven to lead to increased costs of facility operations by shortening the useful life span of equipment and buildings. Many school districts 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.

WJCC maintenance services are delivered to all schools and facilities through the Maintenance Office, headed by a Maintenance Supervisor.

FINDING

WJCC is engaged in a cyclical preventive maintenance program whereby carpet, floor tile, and paint are replaced every seven years in each school building. Additional components, such as roofs, windows, ceiling tile, light fixtures, and other obsolete or worn-out items, are also occasionally replaced as needed in this seven-year cycle. The most recent example of such a cyclical overhaul is Norge Elementary School. This activity assures that:

- the schools are returned to a more clean-able condition, thus lessening the burden and frustration on custodians; and

- the morale and spirits of students, teachers, and administrators are lifted by the renovation activity and by the attention that is directed to an older, existing building.

COMMENDATION

Williamsburg-James City County Public Schools is commended for committing to a major preventive maintenance program.

FINDING

Although the seven-year facelift cycle is commendable, MGT identified several problems related to its implementation. Specifically, MGT found that:

- on occasion, but not in the 2004-05 school year, the WJCC School Board has deferred such renovation work because monies set aside for that purpose were used to fund other items which the board ranked higher in priority;

- the fact that the cycle has been violated in the past makes it likely that it will happen again;

- no mechanical systems are, as a rule, included in the seven-year cycle;

- no roof or building envelope upgrades are, as a rule, included in the seven-year cycle;

- in at least one instance, vinyl composition tile was placed over existing terrazzo at Norge Elementary School; and

- the seven-year facelift at Norge Elementary School was not accompanied by a much needed renovation and expansion of the kitchen and serving line.

Deferring preventive maintenance is rarely a good use of taxpayer money, as it usually costs more to fix emergencies that result from deferred maintenance than the original cost of the deferred maintenance. Moreover:

- replacing a long lifespan, low maintenance cost item with one of a short life and a high maintenance cost should be analyzed carefully before taking such action--and is rarely justifiable;

- seven-year preventive maintenance actions should address any and all needs for expansion, reconfiguration, and additions—the division should not be satisfied with cosmetic facelifts alone--unless no other actions are truly necessary; and

- seven-year preventive maintenance actions should address any and all needs for exterior envelope and roof upgrades and repairs, unless no such actions are truly necessary.

Ideally, the items in preventive maintenance packages should include, but not be limited to:

- interior finishes (floors, walls, ceilings);

- roofs, exterior walls, windows;

- mechanical systems (heating, cooling, air filtration, humidification, dehumidification);

- electrical and electronic systems;

- plumbing systems;

- modernization, expansion and/or reconfiguration of kitchens, serving lines, and cafeterias;

- modernization, expansion and/or reconfiguration of toilets; and

- modernization, expansion and/or reconfiguration of other spaces such as classrooms, gymnasiums, auditoriums, and resource spaces.

RECOMMENDATION

Recommendation 7-5:

Establish a policy whereby the seven-year upgrade and preventive maintenance cycle is identified, detailed, and incorporated in all future and updates.

The preventive maintenance element of the CIP should specify all items to be included in the seven-year cycle renovation of each school due for renovation during the time span covered by the CIP (e.g., the current CIP is for the period 2006-10).

This recommendation should be implemented no later than early in 2005-06 school year. If possible, it should be included as an amendment to the 2006-10 CIP before it is ratified by the County and City.

FISCAL IMPACT

It is not possible to estimate a fiscal impact for this recommendation. Many of the elements of the seven-year cycle preventive maintenance actions are already in the current CIP document, but they are not specifically identified and aggregated under the preventive maintenance rubric. This recommendation should consequently be able to be implemented without committing a large amount of additional resources. The amount and severity of emergency maintenance calls should be reduced as the seven-year cycle is more consistently applied.

FINDING

The staff maintenance mechanics of WJCC are well-trained and dedicated to the task of keeping all schools in the division in good repair. The staff of 11 currently consists of:

- two electricians;
- four HVAC technicians;
- four carpenters; and
- one plumber.

Last year, the division spent 934 hours in overtime for these tradespeople, according to the 2004-05 Maintenance Overtime Summary furnished by WJCC. At an hourly rate of $30, this amounts to approximately $28,000. Savings from the prudent and conservative use of energy are also used to pay for overtime when such funds are available. These expenditures are not specifically identified as overtime, but should be added to the above figure. A precise amount of hours spent by such unconventionally funded overtime has not been furnished by WJCC.

Overtime hours are most frequently used to reduce or clear up work orders that have not been able to be completed within 30 days after the requested date. Under current conditions, a work order backlog always builds up and can only be reduced or eliminated by overtime work. From data current as of April 4, 2005 furnished by WJCC, there are currently 16 work orders backlogged. The two oldest of these work orders are dated January 9, 2004, almost a year and three months ago. Exhibit 7-5 summarizes the current work order backlog. Of special interest is the fact that half of the work orders are six months old or older.

EXHIBIT 7-5
MAINTENANCE WORK ORDER BACKLOG FOR
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
AS OF APRIL 4, 2005

DATE OF WORK ORDER	NUMBER OF WORK ORDERS
January 2004	2
June 2004	1
September 2004	1
October 2004	1
November 2004	2
December 2004	1
January 2005	3
February 2005	4
March 2005	1

Source: Williamsburg-James City County Public Schools, Work Orders
Backlog List dated 4/4/05

Based on most commonly used formulas, the desirable number of WJCC maintenance personnel is at least 27 and may be as high as 41. Additional maintenance tradespersons are clearly needed by WJCC.

Many maintenance and repair jobs are most efficiently done by two persons. Electricians, for example, sometimes need to communicate over a distance by walkie-talkie to determine if a circuit breaker or switch is working properly, of it an outlet is connected to the correct circuit. HVAC technicians often work on tall ladders and need someone to hand them tools or filters or repair parts. Similar situations exist for carpenters and plumbers. In the case of the electricians, HVAC technicians and carpenters, enough persons are on staff to pair up; however, the WJCC plumber does not have a partner. Nonetheless, the practice of using two electricians, HVAC mechanics, carpenters, and plumbers on a two-person job is not necessarily the most efficient use of human resources. In most cases, a helper/apprentice can assist instead, at a lower cost to WJCC. A helper/apprentice can also be trained so that he or she can eventually become a full-fledged maintenance professional, thus creating an in-house pool of successor candidates.

RECOMMENDATION

Recommendation 7-6:

Hire an additional plumber and plumber's helper, one electrician's helper, two HVAC helpers, and two carpenter's helpers.

This would add seven maintenance personnel to the existing 11, for a total of 18. Including the Maintenance Supervisor and the shared Secretary, the Maintenance Department would have 20 persons, closer to the formula-suggested minimum of 27.

As the school division continues to grow, more people will be needed to respond to maintenance and repair tasks in a timely and efficient manner. Hiring helpers will make many two person jobs easier to accomplish. At the same time, the helpers can aspire to become future maintenance personnel if they undergo proper on-the-job and off-the-job training. When the helpers are not needed, they can assist with non-maintenance tasks wherever needed.

This recommendation should be implemented after proper searches and interviews have been conducted, but not later than the beginning of 2006-07 school year.

FISCAL IMPACT

The fiscal impact consists of annual salaries plus benefits for one plumber at $53,000 per year and six helpers at $28,000 per year, for a total of $221,000 per year. MGT has estimated that one-third of the recommended additional positions will be filled in 2005-06 and all will be filled in 2006-07.

These costs should be offset readily by fewer unexpected maintenance and repair calls, as well as more timely responses to unexpected emergencies. MGT has conservatively estimated that half of the conservatively calculated historical $28,000 in overtime will be eliminated as a result of hiring additional tradespeople.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Hire a Plumber and Six Maintenance Helpers	($73,667)	($221,000)	($221,000)	($221,000)	($221,000)
Reduce Trades Overtime	$0	$14,000	$14,000	$14,000	$14,000
Total	**($73,667)**	**($207,000)**	**($207,000)**	**($207,000)**	**($207,000)**

FINDING

Maintenance staff are currently assigned other work besides repair and maintenance of plumbing, HVAC, and carpentry. Their trucks are designed with loading ramps so that they can also move furniture and equipment and other items to the schools or to support buildings. Although many of the maintenance employees serve as team-spirited individuals by volunteering as impromptu messengers or deliverymen, they dislike being placed in a position where such unrelated tasks become a legitimate item in their job descriptions. The maintenance workers have complained that they are often in a conflict situation when they are being asked to move furniture or equipment above and beyond their regular duties in repair and maintenance.

As noted in the previous finding, last year the division spent more then $28,000 in overtime for the tradespeople. Although the division does not track all of the causes of this overtime, it is reasonable to assume that some it is the result of requiring tradespeople to perform duties outside their regular ones.

RECOMMENDATION

Recommendation 7-7:

Hire a delivery person who can serve as a courier, messenger and furniture/equipment mover.

As the school division continues to grow, the services of a courier or delivery person should be used on an exclusive basis. Equipment will need to be delivered to school buildings, and documents to be shuttled from division headquarters to other locations. Maintenance mechanics should not be pressed into such service except on rare occasions. Maintenance helpers can, however assist with furniture and equipment moving as may be necessary.

This recommendation should be implemented with the start of the 2006-07 school year.

FISCAL IMPACT

Hiring one courier/delivery person at a base salary of $30,000 per year, plus 30 percent fringe benefits results in an annual cost of $39,000.

These costs should be offset by less overtime for maintenance staff, and a greater efficiency of work performed by them. MGT estimates that half of the historic annual overtime costs, $11,000, will be eliminated by hiring the delivery person.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Hire a Courier/ Delivery Person	$0	($39,000)	($39,000)	($39,000)	($39,000)
Reduce Trades Overtime	$0	$14,000	$14,000	$14,000	$14,000
TOTAL	**$0**	**($25,000)**	**($25,000)**	**($25,000)**	**(25,000)**

FINDING

WJCC does not yet have a comprehensive procedures manual for maintenance activities. Individual job descriptions exist for HVAC mechanics, electricians, plumbers, and carpenters. An HVAC policy also exists on the replacement of filters. Overtime policies also exist, and many other rules and procedures are either written down, or they are understood as verbal orders. However, no single manual compiles all policies and procedures each trade is expected to follow.

RECOMMENDATION

Recommendation 7-8:

Prepare a comprehensive manual of maintenance policies, procedures, and other key items for the upkeep of the WJCC facilities.

Every maintenance trade should have a clear, concise, written description of duties and procedures. This will provide a clear understanding of work priorities and of specific procedures for the performance of routine maintenance tasks. In addition, the manual should contain a protocol to be followed during maintenance emergencies, such as the sudden and unexpected failure of a boiler or water pipe. The *Supervisor Manual for Custodial Operations of WJCC* should be used as a role model and reference (see Commendation under Custodial Services in this chapter).

The Maintenance Supervisor should prepare a draft of the manual with input from the maintenance staff and have it approved by the Director of Building Services by September 2005.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The division does not currently use Xeriscaping techniques when planning or implementing the landscaping at its schools. As a result, the division is spending more than it might on irrigation and grounds maintenance.

Landscaping at many of the school buildings requires significant water use for irrigation. Total water expenses in the General Operating Fund Expenditure Summary furnished by WJCC were nearly $174,000 last year.

Xeriscaping is a method whereby local plant species are used exclusively. Xeriscaping nearly eliminates the need for watering, and reduces the need for weeding.

In areas where Xeriscaping has been implemented, watering should be reduced by 80 to 90 percent, and weeding by 50 to 60 percent. In addition, the plants and shrubs should never look underwatered or in imminent danger of dying.

RECOMMENDATION

Recommendation 7-9:

Adopt Xeriscape landscaping at all division facilities.

As part of every seven-year cycle renovation, replace existing flower beds and ornamental horticulture with Xeriscape landscaping.

FISCAL IMPACT

Costs for the Xeriscaping installations should be budgeted at $10,000. This cost can be spread over the seven-year cycle, until all schools have been converted to Xeriscape. Other aspects of this recommendation can be implemented with existing resources and at no additional cost to the WJCC. A permanent savings of 10 percent of water use is minimal, and 30 percent is likely. Since annual water expenses amount to nearly $174,000, an annual savings of $17,000 to $51,000 is likely once all 12 schools have

been converted. Assuming a total Xeriscape installation cost of $120,000 for the 12 existing schools, the payback period will be approximately seven to eight years as a worst-case scenario, based on water consumption reduction alone. The payback likely will be shorter because grounds crews will need to do less weeding as well. For the five-year fiscal impact below, MGT has estimated annual savings of 20 percent per school. In 2005-06, the division will have no cost savings. In 2006-07, MGT estimates a cost savings of 20 percent on one-twelfth of the total water bill, the next year a cost savings of 20 percent on two-twelfths the total and so on, as the number of schools with Xeriscaping increases.

In addition, the implementation of this recommendation should result in greater efficiency of operation and economy by reducing the workload of the grounds maintenance persons and their helpers. MGT has not estimated a fiscal impact due to this greater efficiency.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Implement Xeriscape Landscaping	($10,000)	($10,000)	($10,000)	($10,000)	($10,000)
Reduce Water Usage	$0	$2,900	$5,800	$8,700	$11,600
TOTAL	**($10,000)**	**($7,100)**	**($4,200)**	**($1,300)**	**$1,600**

7.4 *Custodial Services*

Safe, clean, and sanitary facilities are essential elements in today's education environment. School systems vary in how these functions are delivered. Typically, school boards either contract out (outsource) custodial and other services, or organize a comprehensive in-house system of services. Personnel may be employed by either the Board or the outsource company. Management responsibility, if the program is totally in-house, may reside either partially or wholly with the central office or the individual school or cost center. The decision to determine the desired structure is usually based on a number of criteria, including minimizing costs to the school division, improving services to schools, and reducing the span of control of division or school administrators.

FINDING

A recent in-house survey at WJCC of parents, teachers and administrators revealed that more than 96 percent of those surveyed considered the school facilities either clean or very clean. A walk-through of all school buildings by MGT largely confirmed this survey finding.

In addition, MGT reviewed the substantial *WJCC Public Schools Supervisor Manual – Guidelines for Managing Custodial Operations.* This manual is comprehensive, and has been written at a high school graduate's level for optimum comprehension by custodial staff. It is used regularly in in-house training programs. In addition to expected topics such as safety, evaluation review process, overtime policy, time cards, and leave reporting, the manual contains chapters on:

- effective leadership;
- WJCC sanitation standards;
- sample pictures of acceptable and unacceptable cleaning results;
- custodial cleaning frequencies;
- custodial staffing guidelines; and
- cleaning procedures.

The manual then goes even further by dealing with such issues as:

- formal morning and evening cleaning audit forms for use by supervisors to check that all required items were cleaned satisfactorily;

- inventory order forms and inventory ordering formulas to let supervisors keep supplies and chemicals on hand in a timely manner;

- a weekly cleaning protocol that layers the cleaning tasks with reference to parts of the human body as a mnemonic aide for custodial and school staff;

- flag rules and regulations and protocols for security, election day, crisis events, and inclement weather; and

- materials safety data sheets.

This manual serves as the basis of a highly regarded and exemplary custodial operation at WJCC.

COMMENDATION

Williamsburg-James City County Public Schools is commended for implementing a well-organized, thorough, and exceedingly competent custodial program.

FINDING

WJCC custodians report directly to the Manager of Custodial Services, and not to the individual school principals. In one instance, custodians do report to a principal directly, because it was left to the principals to be "grandfathered-in" if they wanted to retain this reporting relationship. Although it is generally considered a best practice when custodians report to principals directly, in WJCC the current arrangement is also highly effective because:

- the custodial service considers the principals to be customers;

- the custodial service delivers exemplary customer service as is detailed in the *Supervisor Manual*; and

- the principals have an active and major role in all performance evaluations of the custodians working in their schools.

COMMENDATION

Williamsburg-James City County Public Schools is commended for a janitorial services program that provides excellent customer service to principals.

FINDING

During MGT's walk-throughs of the school buildings, it was evident that there is a lack of office and storage space for custodial equipment and supplies. MGT found:

- extractors and polishers parked in corridors;

- cleaning supplies and equipment stored inappropriately in boiler rooms or other utility closets;

- cleaning equipment stored outdoors and inappropriately exposed to the elements;

- custodial offices in areas used for storage or in delivery rooms; and

- makeshift break rooms or no break rooms.

Another item requires investigation and possible correction. Although the school principals were uniformly complimentary of the high level of cleanliness of the buildings, and of the customer service attitude of their custodians, some principals complained that the custodians were occasionally inflexible when a special cleaning request was made of them for a particular function or event that was non-routine. The custodians in question apparently were afraid to veer from their appointed tasks and rounds. This lack of flexibility was a concern among the principals. Because of the excellent customer-service driven system he has in place, the Manager of Custodial Services can readily discuss this matter with the principals and then take appropriate remedial action. If necessary, a new special events protocol can be added to the *Supervisor Manual.*

RECOMMENDATION

Recommendation 7-10:

Prepare and implement a plan for adding custodial office, equipment and chemicals storage for those schools that are currently deficient, and also address principal concerns.

The plan should include the following considerations:

- interior chemicals storage and storage for equipment on all floors;
- exterior storage sheds to match the school building's exterior design;
- offices for all custodian supervisors; and
- break rooms for custodial staff.

The offices should be equipped with a work desk and a computer to track work orders and keep other management and supervisory records. The break rooms should have a small kitchen, table and chairs, and a television.

Principal concerns regarding inflexibility of some custodians should also be addressed.

This recommendation should be implemented in the seven-year cyclical refurbishments when the timing is appropriate. Other schools should have this recommendation fulfilled by the end of the 2006-07 school year. The detailed programs for each school should be included in the next update of the Capital Improvement Plan.

FISCAL IMPACT

The fiscal impact cannot be fully calculated as each school presents a different set of conditions and needs. These calculations can only be made as the storage and office/break room needs are determined for each individual school. The return on this investment can be measured in terms of the improved safety and security when custodial equipment and chemicals are stored in a more orderly and secure manner.

7.5 *Energy Management and Community Use of Facilities*

The school buildings and other facilities of a school division consume significant amounts of energy that often appears to be an ever-growing and sometimes unpredictable component of the overall annual budget. With the advent of increased costs for energy to provide fuels 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 a board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some school boards develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or 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.

School divisions typically have arrangements that permit community use of facilities to ensure that taxpayers and student support organizations are able to effectively and efficiently provide services. Schools typically adopt policies governing the use of facilities and approve fee schedules designed to recover direct costs such as custodial services and utilities.

In WJCC, energy management is the responsibility of the Facilities Management Coordinator. A remotely and centrally controlled energy management system is currently in place at WJCC. The settings can be manipulated remotely via computer software to adjust heating and cooling temperature set points, as well as time-of-day scheduling.

Community use of WJCC facilities is coordinated individually by each principal, but guidelines for community use of facilities have been adopted by the WJCC School Board.

FINDING

WJCC has determined that the heating and cooling systems in six of the 12 school buildings have reached an age when it is no longer as cost-effective to repair them as to replace them with new, more energy-efficient systems. Recommendation 7-7 states that such heating and cooling plant replacements should be included in the seven-year cycle upgrading program, unless the replacement cannot wait until that time. Based on the WJCC General Operating Fund Expenditure Summary, the division's annual electrical expenditure is approximately $1,600,000.

Performance contracting presents a way to finance the installation of energy-efficient, state-of-the-art heating and cooling systems without additional cost to the school division. Performance contracting is a means of raising money for energy efficiency actions based on future savings to be realized from the lowering of energy consumption. Money that will be saved from the installation and use of a new, energy-efficient mechanical system is used to finance the labor, materials, and equipment cost for the installation of the new system. Performance contracting works only if the future savings exceed the costs that must be financed.

According to WJCC personnel, although performance contracting was at one time contemplated as a means to replace old energy systems, it was abandoned as an option and never considered further. Yet, in recent years, performance contracting has become an accepted way for schools and colleges to realize major energy savings without having to borrow the funds for new equipment directly. The Virginia Department of Education is a strong advocate of this approach, and has identified several Energy Service Companies (ESCOs) for direct access by the school divisions.

ESCOs are also sometimes called 'contract energy management companies' or 'energy management companies.' The acronym ESCO will be used henceforth to designate such companies. In the case of WJCC, the ESCO would guarantee the performance of the new energy system, and would be paid by the school division from the realized savings in energy cost. The contractor is thus paid according to the savings achieved, which depends on the performance of the system. The typical financing period for such installations is from seven to 10 years. Once the debt is retired, the full energy savings can inure to other budgetary priorities, such as instructional programs.

Benefits to WJCC would include:

- The ESCO guarantees the savings and would be responsible for making up any shortfalls from savings projections. This reduces the risk to WJCC.

- The ESCO typically provides all required services to install and maintain a state-of-the-art system so that it continues to perform as projected. WJCC would need minimal internal expertise to work with an ESCO.

- Track records have shown that energy savings realized from the performance contracting approach tend to be larger than similar efforts initiated and carried out in-house (see information provided by the non-profit Energy Services Coalition, a strategic partner of the Rebuild America Program of the U.S. Department of Energy – http://www.escperform.org/).

- In many cases, other building renovations and improvements can also be paid for from the energy savings obtained.

RECOMMENDATION

Recommendation 7-11:

Use the performance contracting method to provide for the replacement of older, inefficient heating and cooling systems.

There are commonly three parties to a performance contract. In the case of the WJCC these would be:

- the WJCC School Board or/and the two funding Boards of the City and County;

- the ESCO; and

- a bank or other financial institution that provides the financing to the ESCO.

Key contractual provisions include the method for guaranteeing savings to the WJCC or the Board of Supervisors, the method for verifying the savings (a critical component), and how the overall risk is insured or financed. Commissioning is often used as the tool to assure all participants that the installed equipment actually performs as intended and required to obtain the contracted-for performance and savings.

The Facilities Management Coordinator should serve as WJCC's day-to-day liaison with the ESCO during the period of the performance contract, and be responsible for its proper implementation. The Virginia Department of General Services (VDGS) lists more than 20 pre-approved ESCOs that are available to K-12 school divisions. In addition, VDGS has developed a helpful procedure for performance contracting that the division may wish to follow. For details, contact Ms Shirley McNutt at VDGS: (804) 786-4538.

FISCAL IMPACT

The implementation of a performance contracting initiative can be accomplished with existing staff and resources and at no additional cost to WJCC.

Within seven to 10 years after contract signing, the full energy savings realized will be available for other budgetary priorities, resulting in a positive future fiscal impact. Precise savings cannot be determined at this time, but a conservative HVAC operating cost savings of 30 percent over current expenditures can be expected. The division's annual electrical expenditure is approximately $1,600,000, and more than $290,000 for

heating oil. With half the HVAC systems replaced, the annual savings at 30 percent on $945,000 yields a savings of approximately $284,000. This savings would nearly pay the entire current annual cost to the division for its heating oil.

Because this recommendation can be implemented at no additional cost and the savings will not be realized for seven to 10 years, MGT has not shown a fiscal impact for this recommendation. Implementing this recommendation will result in a cost savings for the division, but not within the next five years, which is the fiscal impact window for this study.

FINDING

The Moseley Study recommends that six of the 12 schools have their HVAC systems entirely or partly replaced at this time:

- Clara Byrd Baker – cooling tower and heat pumps;
- DJ Montague – total replacement;
- Matthew Whaley – one chiller and VAV boxes;
- Rawls Byrd – total replacement
- Berkeley – replace water coolers; and
- Toano – overall system overhaul and replace water cooler

Heating and cooling systems technology has made significant advances during the past 20 years. Among the most significant developments are geothermal closed loop heat pump systems, solar water heating systems, and photovoltaic electricity generation.

These items, and other technologies, are proven and tested. Photovoltaic technology is often cost-effective as a supplement to electrical utility services, but may not have sufficient access to daylight in the WJCC service area to be fully cost-effective. Yet all of the technologies have the potential for effecting significant energy savings for WJCC, and should be studied carefully.

RECOMMENDATION

Recommendation 7-12:

Employ major new energy technologies for heating and cooling as outdated HVAC systems are replaced.

The Facilities Management Coordinator should request the engineering consultant to perform detailed life cycle cost analyses as part of the planning and design of replacement energy systems. The consultant should offer specific recommendations for energy systems to WJCC. A geothermal closed loop system should be given particular scrutiny as a candidate technology. WJCC should select and employ new energy technologies for heating and cooling.

These engineering studies should be performed immediately so that the new heating and cooling system can be selected when the first heating and cooling system is ready to be replaced under the current CIP.

FISCAL IMPACT

This recommendation can be implemented with existing resources, plus a professional fee to the mechanical consulting engineers. MGT estimates that these professional fees will be $8,000 per engineering study for a $100,000 energy system.

As noted in Recommendation 7-11, a savings in energy cost of 30 percent is a conservative figure when performance contracting is used. The exact fiscal impact of examining extra-efficient technologies depends on the specific technologies selected, but a higher goal of at least a 50 percent savings over current energy use by the obsolete systems should be reasonable and achievable. The average elementary school in WJCC consumes approximately $90,000 annually in electricity, and $18,000 in fuel oil, for a total of $108,000. Assuming a 50 percent savings, this would therefore yield $54,000 per annum for such a school. MGT has included a conservative estimate of 10 percent, or $10,800, per school where new more energy efficient systems are employed.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Use Services of Mechanical Consulting Engineers	($8,000)	($8,000)	($8,000)	($8,000)	($8,000)
Reduce Energy Bills	$0	$10,800	$21,600	$32,400	$43,200
TOTAL	**($8,000)**	**$2,800**	**$13,600**	**$24,400**	**$35,200**

FINDING

WJCC does not currently use any form of building commissioning. As a result, the division risks having many major building components perform far below originally designed and specified levels. This is especially critical for newer systems that will remain in place for up to 10 or more years.

According to the Building Commissioning Association, building commissioning is defined as follows:

> *The basic purpose of building commissioning is to provide documented confirmation that building systems function in compliance with criteria set forth in the Project Documents to satisfy the owner's operational needs. Commissioning of existing systems may require the development of new functional criteria in order to address the owner's current systems performance requirements.[3]*

This definition is based on the critical understanding that the owner must have some means of verifying that functional needs are rigorously addressed during design, construction, and acceptance.

Building commissioning promises significant savings in the long-term operating and maintenance costs of buildings. It must therefore become an essential element of all

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[3] See http://www.bcxa.org/about/index.shtm for details.

future building design and construction activity at WJCC. In addition, commissioning must be employed in performance contracting, and in the installation of lighting controls.

According to Energy Design Resources:

> *Commissioning a new building typically costs about 30 to 90 cents per square foot. Usually this is offset by reduced energy costs, improved occupant comfort and productivity, and reduced "rework" costs. On average, the simple payback for building commissioning is about three to four years.[4]*

RECOMMENDATION

Recommendation 7-13:

Use building commissioning in the replacement of heating and cooling systems and in the construction of new facilities, as well as the renovation of existing ones.

The Facilities Management Coordinator should be responsible for WJCC's use of building commissioning in an appropriate and judicious manner. This recommendation should be implemented as soon as possible.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The cost of building commissioning for a new school of 200,000 gross square feet will range from 30 to 90 cents per square foot, or $60,000 to $180,000. A payback period of three to four years is probable, and savings will accrue to the bottom line thereafter.

FINDING

During walk-through inspections, MGT found few, if any, special lighting control devices, such as dimmers, timers, photocells, or infrared sensors, in WJCC school buildings.

Dimmers, timers, photocells, and infrared sensors are known, effective energy saving tools for electric lighting. Energy savings are not only realized from a reduction in electric lighting use, but secondary savings come from lower summer heat loads and reduced HVAC use.

Dimmers are especially effective at extending electric lamp life. One common rule-of-thumb is that lamps operated at 90 percent of their rated voltage will have a doubled service life. Similar stunning life-extensions are possible for dimmed fluorescent and HID lamps. It is typically recommended that dimmers be installed in areas where teachers and students are not expected to exercise control and should be designed for keyed manipulation by maintenance and custodial staff only.

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[4] http://www.energydesignresources.com/resource/17/

Timers are useful in areas where the need for lighting can be predicted (e.g. school schedule) and thus regulated by a timer device. However, preferable alternatives to timers are often photocells and infrared sensors.

Photocells sense available daylight. They are designed to turn off supplemental electric light when sufficient daylight is available, and to turn electric lights on when daylight is on the wane. These devices are useful not only in outdoor installations, but also at the periphery of building interiors. Some interior lights can often be turned off during the presence of daylight to save energy and money. Photocells can also be combined with a dimmer, thus allowing electric light to fade out/fade in as needed to work with available daylight.

Infrared and other types of sensors are commonly installed to pick up the presence of people. When conference rooms, classrooms, and similar spaces are unoccupied, these sensors will turn off the lights. As soon as people enter the space, the sensor will activate the lights and keep them on.

RECOMMENDATION

Recommendation 7-14:

Install special lighting control devices in all school facilities.

This recommendation should be implemented as part of the seven-year cycle refurbishing of school facilities. WJCC should enlist the help of its local electric utility company, and a LEED Accredited Professional Electrical Engineer, to prepare a plan for adding lighting control devices in appropriate locations to all school facilities. For an overview of essential concepts and possible strategies and energy savings potentials, the division should refer to http://www.wbdg.org/design/resource.php?cn=0&rp=12 .

FISCAL IMPACT

Special lighting control devices can save a minimum of 10 percent, and up to 50 percent or more, of the electricity cost for electric lighting. The initial cost for engineering fees and installation of the devices is liberally estimated as seven percent of the installation cost for engineering services, and 30 cents per square foot for the inventory of school facilities.

The estimated installation cost for the 1,233,103 gross square feet of WJCC inventory is approximately $370,000, plus a professional fee of $26,000. The electric lighting portion of the WJCC electrical services cost of $1,600,000 is approximately 30 percent, or $480,000. Although the savings could as much as 50 percent, MGT has used a conservative estimate of 10 percent in calculating the fiscal impact shown below.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Install Lighting Control Devices	($396,000)	$0	$0	$0	$0
Save on Electricity Costs	$0	$48,000	$48,000	$48,000	$48,000
TOTAL	**($396,000)**	**$48,000**	**$48,000**	**$48,000**	**$48,000**

8.0   TRANSPORTATION

8.0 TRANSPORTATION

Among the most important functions and responsibilities of any school division is transporting our nation's children. Each day during the school year, the nation's school buses move millions of students from hamlets, towns, cities and rural areas to and from school. There is no safer way to transport a child than in a school bus. Fatal crashes involving occupants are extremely rare events, even though school buses serve daily in every community--8.8 billion student trips annually. In perspective, this is the equivalent of the populations of Florida, Massachusetts and Oregon riding a school bus twice every day--almost always without a serious incident.

This chapter presents the major findings, commendations, and recommendations for the transportation function in Williamsburg-James City County Public Schools (WJCC). The five major sections of this chapter are:

- 8.1   Organization and Staffing
- 8.2   Planning, Policies and Procedures
- 8.3   Routing and Scheduling
- 8.4   Training and Safety
- 8.5   Vehicle Maintenance

CHAPTER SUMMARY

Overall, the WJCC Transportation Department provides effective and efficient student transportation services. The department is in compliance with most VDOE policies and procedures. The department does an effective job controlling costs, training drivers, maintaining buses, maintaining its commercial fleet, and delivering students to and from their destinations. MGT found some areas that could be improved. Making recommended improvements outlined in this chapter will increase efficiency, personnel retention, and operational integrity.

Notable accomplishments of the Transportation Department in the areas of technology, physical plant, and vehicle maintenance are:

- The Department has a superb program incorporating and applying technology to the transportation operations and management processes and procedures. The information system is used in a commendable manner for keeping track of schedules, parts and supplies, and the programming of bus and commercial vehicle scheduled maintenance.

- The physical plant is maintained in an exceptional manner. It is clean, orderly and appealing. Overall cleanliness of the maintenance area, bus parking and shop facilities are superb.

- The vehicle maintenance program implemented by the Shop Foreman is very good and is supervised and executed more than adequately.

MGT found that the division needs to improve in the areas of its bus replacement policy, EDULOG technology determining bus routing and scheduling; automotive service excellence (ASE) certification; student bus seating capacity; substitute bus driver program; and spare bus policy. Specifically:

- WJCC made a considerable investment in EDULOG to help improve routing and scheduling of bus routes to reduce costs; however, the current practices in EDULOG implementation have led to less than full realization of the system's potential.

- WJCC is not operating its buses near student capacity. As a result, buses are underutilized and their economic potential is not realized. For example, a 78-passenger bus was observed transporting only 41 students on a particular route when more effective planning could increase the number of riders. In addition, MGT observed 78-passenger buses transporting one or two students to far distant destinations.

- WJCC Transportation Department has serious challenges providing substitute bus drivers and developing an effective substitute bus driver program. Consequently, when there is shortage of bus drivers and replacements are needed, it is common practice to take personnel away from other critical transportation duties or functions and have them drive buses.

Introduction

WJCC's geographic configuration is both urban and rural with a moderate level of growth and development. With a 2004-05 student population of 9,402 students, the WJCC School Board anticipates a four percent yearly student growth over the next 10 years.

In 2004-05, the division is providing transportation on a daily basis for approximately 9,400 students traveling to and from 13 school centers, attending field trips, after school activities and shuttles to other locations. Among those served are exclusive students, who, because of their varying disabilities or special needs, require special arrangements to school sites throughout the county and in some cases to neighboring school divisions in the Tidewater area of Virginia.

WJCC provides all qualified students free of charge bus transportation to and from school within the student's attendance area. Transportation is also provided between the home or school and other educational facilities operated by WJCC in which the student is enrolled. Students may be required to meet a bus at an assigned stop a distance up to one-half mile from his/her residence on a state maintained road. WJCC is in compliance with the Code of Virginia, Section 22.1-176 which states, in part, "County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation."

MGT conducted a survey of WJCC administrators, principals, teachers as part of this efficiency review. They were asked to rate punctuality of student arrival and departure to and from school. Exhibit 8-1 provides the survey results. At the exhibit shows, eight percent of administrators, six percent of principals, and 34 percent of teachers stated

that the transportation function *needs some improvements* or *needs major improvements.* Conversely, 84 percent of administrators, 84 percent of principals and 56 percent of teachers stated that transportation services are *adequate* or *outstanding.*

EXHIBIT 8-1
TRANSPORTATION COMPARISON SURVEY
RESPONSES OF ADMINISTRATORS, PRINCIPALS AND TEACHERS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

RESPONDENT GROUP	PERCENT INDICATING NEEDS *SOME* OR *MAJOR* *IMPROVEMENT*	PERCENT INDICATING *ADEQUATE* OR *OUTSTANDING*
WJCC Administrators	8%	84%
WJCC Principals	6%	84%
WJCC Teachers	34%	56%

Source: MGT Survey, February 2005.

The most recent data available from the Virginia Department of Education (VDOE) is for the 2002-03 school year. Therefore, comparative analysis of WJCC with the 12 school divisions use five-year reports from 1998-98 to 2002-03 as provided by VDOE along with relevant information and data from the WJCC Transportation Department.

Exhibit 8-2 provides a five-year overview of students transported in each school division. It is important to note that pupils provided transportation in WJCC are the total number of riders (morning and afternoon runs) using school transportation services. The peer school division total show 87,315 students transported in 1998-99 which subsequently declined by 12,052 to 75,263 in 2002-03. Similarly, during the same five-year period, WJCC students transported declined by 881 students to 7,837 in 2002-03.

Yearly transportation costs for WJCC and comparison peer divisions are shown in Exhibit 8-3. In 1998-99, the peer school division average cost was $2,105,797.   It increased to $3,208,717 by 2002-03. The same trend, an increase from $3,519,481 to $4,474,570 is also reflected for WJCC.

It is important to note that these increases correspond to similar increases throughout the nation for school transportation services. Higher costs for parts and supplies, more expensive buses, rising personnel costs, and higher fuel costs directly impact school transportation expenses.

Student transportation services are significantly impacted by how efficiently regular and exclusive (special education) students are transported. Exhibit 8-4 (regular students transported) and Exhibit 8-5 (exclusive students transported) provide comparisons with peer divisions.

EXHIBIT 8-2
FIVE-YEAR TOTAL OF
STUDENTS TRANSPORTED YEARLY
COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
1998-99 THROUGH 2002-03 SCHOOL YEARS

SCHOOL DIVISION	1998-99	1999-2000	2000-01	2001-02	2002-03
Williamsburg-James City County	**8,718**	**8,989**	**9,083**	**7,749**	**7,837**
Albemarle County	11,507	11,643	11,752	11,749	11,950
Alexandria City	6,258	6,142	5,866	5,822	5,738
Charlottesville City	4,893	5,077	4,439	4,242	4,138
Falls Church City	1,374	1,675	1,759	1,797	1,955
Fauquier County	7,385	7,663	7,779	8,033	8,408
Fredericksburg City	2,138	2,436	2,161	2,257	2,328
Hanover County	14,739	14,930	15,614	16,003	16,172
Harrisonburg City	2,532	2,454	2,554	2,734	2,640
Manassas City	9,293	3,970	4,104	4,117	4,298
Montgomery County	6,933	6,524	6,092	6,604	6,684
Roanoke County	10,185	10,226	10,345	9,185	9,342
Winchester City	1,360	1,395	1,348	1,150	1,601
PEER SCHOOL DIVISION TOTAL	**87,315**	**83,124**	**82,897**	**73,744**	**75,263**
PEER SCHOOL DIVISION AVERAGE	**7,276**	**6,927**	**6,908**	**6,145**	**6,272**

Source: Commonwealth of Virginia, Department of Education, 2005.
*Note: Numerical entries are totals for students transported morning and afternoon runs.

EXHIBIT 8-3
FIVE-YEAR TRANSPORTATION COSTS COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY CITY PUBLIC SCHOOLS
1998-99 THROUGH 2002-03 SCHOOL YEARS

SCHOOL DIVISION	1998-99	1999-2000	2000-01	2001-02	2002-03
Williamsburg-James City County	**$3,519,481**	**$3,648,089**	**$3,648,089**	**$4,073,738**	**$4,474,570**
Albemarle County	$5,618,420	$6,212,075	$6,628,206	$7,135,967	$7,909,232
Alexandria City	$3,814,341	$3,781,814	$4,263,453	$4,173,203	$4,238,754
Charlottesville City	$1,511,000	$1,384,986	$1,463,403	$1,478,342	$1,649,957
Falls Church City	$288,866	$378,512	$429,993	$530,760	$581,369
Fauquier County	$3,544,865	$3,735,060	$3,800,363	$3,866,537	$4,257,260
Fredericksburg City	$488,566	$647,624	$687,861	$673,919	$956,405
Hanover County	$4,078,720	$4,798,121	$5,526,336	$5,948,238	$6,468,183
Harrisonburg City	$679,716	$752,542	$789,724	$1,041,510	$1,049,153
Manassas City	$1,797,239	$2,422,750	$2,072,679	$2,493,098	$2,684,371
Montgomery County	$2,648,503	$2,756,388	$2,756,370	$3,066,273	$3,248,538
Roanoke County	$3,413,698	$3,716,124	$4,000,793	$4,416,454	$4,670,246
Winchester City	$575,630	$672,397	$1,032,699	$857,724	$791,164
PEER SCHOOL DIVISION TOTAL	**$25,269,564**	**$31,604,866**	**$33,451,886**	**$35,682,025**	**$38,504,632**
PEER SCHOOL DIVISION AVERAGE	**$2,105,797**	**$2,633,739**	**$2,787,657**	**$2,973,352**	**$3,208,719**

Source: Commonwealth of Virginia, Department of Education, 2005.

EXHIBIT 8-4
REGULAR STUDENTS TRANSPORTED COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
1998-99 THROUGH 2002-03 SCHOOL YEARS

SCHOOL DIVISION	1998-99	1999-2000	2000-01	2001-02	2002-03
Williamsburg-James City County	8,427	8,655	8,712	7,315	7,389
Albemarle County	11,416	11,539	11,604	11,608	11,712
Alexandria City	6,024	5,867	5,576	5,576	5,476
Charlottesville City	4,597	4,753	4,066	3,969	3,925
Falls Church City	1,379	1,668	1,746	1,789	1,921
Fauquier County	7,182	7,355	7,501	7,785	8,129
Fredericksburg City	2,088	2,383	2,140	2,221	2,312
Hanover County	14,671	14,814	15,341	15,930	16,089
Harrisonburg City	2,257	2,133	2,228	2,392	2,312
Manassas City	8,975	3,812	3,964	3,929	4,122
Montgomery County	6,743	6,334	5,920	6,442	6,513
Roanoke County	10,003	10,025	10,156	8,996	9,157
Winchester City	1,199	1,230	1,240	1,354	1,461
PEER SCHOOL DIVISION TOTAL	**79,531**	**71,913**	**71,991**	**71,991**	**73,129**
PEER SCHOOL DIVISION AVERAGE	**6,377**	**5,992**	**5,999**	**5,999**	**6,094**

Source: Commonwealth of Virginia, Department of Education, 2005.

EXHIBIT 8-5
EXCLUSIVE STUDENTS TRANSPORTED COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
1998-2003 SCHOOL YEARS

SCHOOL DIVISION	1998-99	1999-2000	2000-01	2001-02	2002-03
Williamsburg-James City County	291	334	371	434	448
Albemarle County	91	108	151	192	238
Alexandria City	234	275	290	246	262
Charlottesville City	296	324	373	278	213
Falls Church City	2	7	13	8	34
Fauquier County	203	308	278	248	279
Fredericksburg City	50	53	21	36	16
Hanover County	68	116	273	73	83
Harrisonburg City	275	321	326	342	328
Manassas City	318	158	141	188	176
Montgomery County	190	190	172	162	171
Roanoke County	182	201	189	189	185
Winchester City	161	165	108	196	140
PEER SCHOOL DIVISION TOTAL	**2,070**	**2,226**	**2,335**	**2,158**	**2.125**
PEER SCHOOL DIVISION AVERAGE	**173**	**186**	**195**	**180**	**177**

Source: Commonwealth of Virginia, Department of Education, 2005.

As the exhibits show, in 1998-99 WJCC transported 8,718 students, of which 8,427 or 97 percent, were regular students and 291, or three percent, were exclusive (special education) students. In 2002-03, WJCC transported 94 percent regular students and six percent exclusive students. In comparison, the peer division average total in 1998-99 was 6,450 of which 6,377, or 98 percent, were regular students and 173, or two percent, were exclusive students. In 2002-03 the peer division total average of students transported was 6,171 students of which 6,094, or 98 percent, were regular students and 177, or two percent, were exclusive students. By 2002-03, WJCC exclusive student

transportation requirements had increased to three percent of the total whereas the peer divisions remained at a constant two percent. Over a five-year period, the number of exclusive students transported in WJCC increased by 65 percent while remaining stable in the peer comparison divisions.

The cost per mile for regular and exclusive students is shown in Exhibit 8-6. The diversity among peer selections makes it difficult to interpret the data. Alexandria City, Falls Church City, Manassas City, Winchester City and Charlottesville City reported extremely high costs per mile, which are likely not valid comparisons to WJCC.

EXHIBIT 8-6
COST PER MILE FOR REGULAR AND EXCLUSIVE STUDENTS
COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS DIVISION
2002-03 SCHOOL YEAR

SCHOOL DIVISION	REGULAR STUDENTS COST PER MILE	EXCLUSIVE STUDENT COST PER MILE
Williamsburg-James City County	**$1.77**	$1.77
Albemarle County	$2.24	$2.21
Alexandria City	$5.69	$9.72
Charlottesville City	$3.97	$5.79
Falls Church City	$4.56	$7.49
Fauquier County	$1.57	$1.88
Fredericksburg City	$2.90	$3.31
Hanover County	$1.97	$2.39
Harrisonburg City	$2.88	$2.88
Manassas City	$6.01	$12.10
Montgomery County	$1.80	$2.74
Roanoke County	$1.97	$2.26
Winchester City	$1.11	$19.26
PEER SCHOOL DIVISION TOTAL	**$36.67**	**$72.03**
PEER SCHOOL DIVISION AVERAGE	**$3.05**	**$6.03**

Source: Commonwealth of Virginia, Department of Education, 2005.

Exhibit 8-7 provides a comparison of the number of deadhead miles in 2002-03. Deadhead miles are defined as mileage spent moving to begin a route or spent going to pickup a student prior to commencing transportation service. Deadhead miles can be considerable and they add significantly to student transportation costs. As the exhibit shows, WJCC is third highest among its peer comparison group in deadhead miles and the cost of those miles.

Exhibit 8-8 shows that WJCC for the 2002-03 school years had 28 spare buses*, which was 36 percent of its entire fleet ratio. The peer group average during the same time was 16 spares, or 27 percent. The 2004-05 bus inventory listing provided by the Transportation Department shows there are currently 139 buses in the inventory, and, of these, 14 are indicated as spares. This spare bus usage provides a 10 percent spare bus policy.

EXHIBIT 8-7
DEADHEAD MILES COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2002-03 SCHOOL YEAR

SCHOOL DIVISION	DEADHEAD MILES	COST
Williamsburg-James City County	**592,801**	**$1,049,448**
Albemarle County	None Reported	
Alexandria City	111,264	$633,639
Charlottesville City	95,392	$391,275
Falls Church City	20,650	$94,200
Fauquier County	706,152	$1,110,689
Fredericksburg City	15,528	$45,015
Hanover County	638,544	$1,257,931
Harrisonburg City	18,504	$18,504
Manassas City	99,710	$99,710
Montgomery County	347,976	$347,976
Roanoke County	370,112	$625,544
Winchester City	23,616	$729,324
PEER SCHOOL DIVISION TOTAL	**2,447,448**	**$5,567,195**
PEER SCHOOL DIVISION AVERAGE	**203,954**	**$463,933**

Source: Commonwealth of Virginia, Department of Education, 2005.

EXHIBIT 8-8
PUPILS, BUSES AND SPARE BUSES COMPARED TO PEER DIVISIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2002-03 SCHOOL YEAR

SCHOOL DIVISION	PUPILS	BUSES	SPARE BUSES	PERCENT SPARES	SPECIAL ARRANGEMENT STUDENTS
Williamsburg-James City County	7,837	78	28*	36	0
Albemarle County	11,950	134	36	27	0
Alexandria City	5,738	54	0	0	0
Charlottesville City	4,138	23	11	48	41
Falls Church City	1,955	10	3	33	35
Fauquier County	8,408	115	14	12	0
Fredericksburg City	2,328	21	7	33	5
Hanover County	16,172	211	34	16	259
Harrisonburg City	2,640	22	4	18	0
Manassas City	4,298	39	9	23	4
Montgomery County	6,684	74	22	28	0
Roanoke County	9,342	122	51	42	4
Winchester City	1,601	13	5	38	12
PEER SCHOOL DIVISION TOTAL	**75,254**	**838**	**196**	**318**	**360**
PEER SCHOOL DIVISION AVERAGE	**6,271**	**70**	**16**	**27**	**30**

Source: Commonwealth of Virginia, Department of Education, 2005.
*However, during the 2002-03 school year, WJCC was shorthanded 20 drivers, so the number of spares was misinterpreted.

8.1   *Organization and Staffing*

Exhibit 8-9 shows how the WJCC Transportation Department is currently structured to accomplish daily operations. The Director reports to the Assistant Superintendent for Financial and Administrative Services. The Coordinator is responsible for the operational core function--deliver the students to school and home safely and timely. When the Director is absent, the Transportation Coordinator is next in the line of authority. The staffing levels shown are based on division precedent and are not the result of a staffing formula.

Of the 127 drivers, 116 are full-time drivers, five are substitutes, and six are full-time employees, but part-time bus drivers. The six includes five who work as cafeteria monitors and are paid for that work from the budgets of the schools they serve. The sixth one is the Bus Driver/Pony Driver shown on the chart; he drives a school bus but also delivers WJCC internal mail to the various offices and the schools. All of the key positions shown on the chart are qualified bus drivers and may be called on to serve as a substitute when needed. The department has an active recruiting program and does have enough regular drivers for its planned routes and other transportation activities.

EXHIBIT 8-9
ORGANIZATIONAL STRUCTURE - TRANSPORTATION OPERATIONS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS DIVISION
2004-05 SCHOOL YEAR
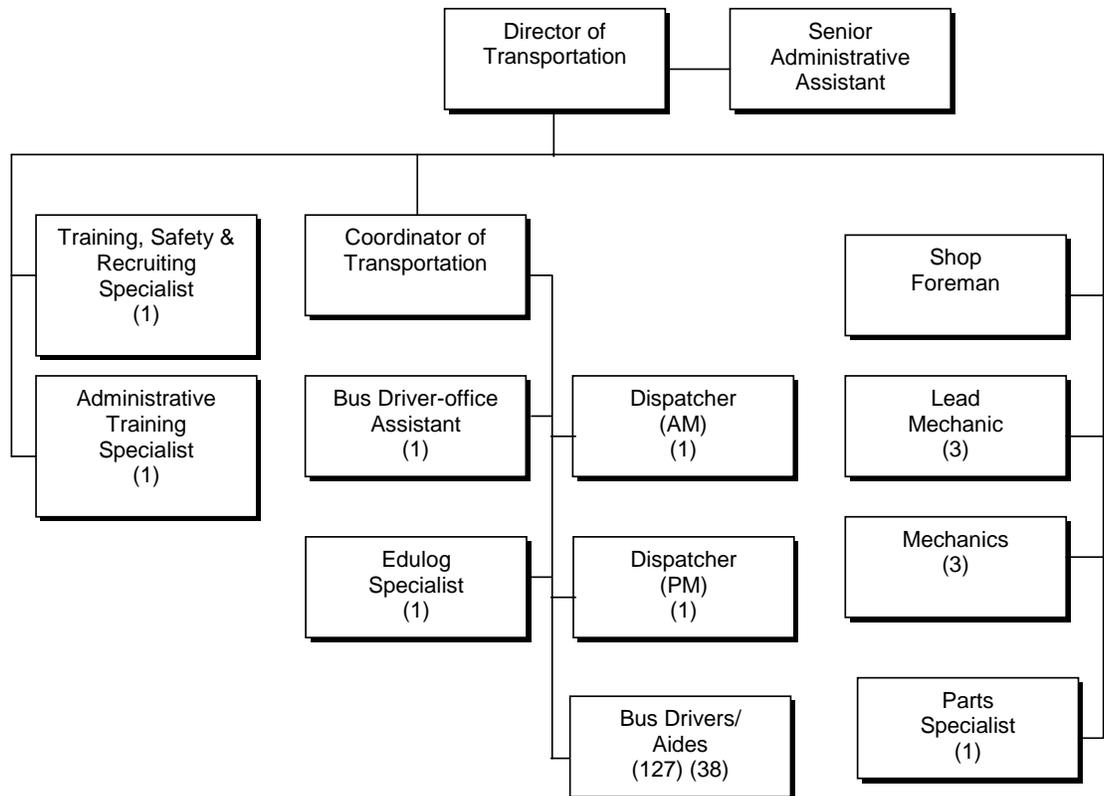
Source: WJCC Transportation Department, February 2005.

FINDING

Interviews with the Director, key staff and comments in the Driver Focus Group reveal that not having sufficient, reliable substitute drivers adversely affects the overall transportation operation. Not only is key staff called on to drive when substitutes are not available, but regular drivers are also asked to make double-up runs.

During the on-site review, MGT found that the division has problems obtaining reliable substitute drivers. Because regular work is not assured on any given day, the pay is low, and substitutes do not receive benefits, three of the five trained substitute drivers frequently choose other day-work opportunities and thus are not available to drive a bus. The recurring need for substitute drivers that cannot be filled forces the division to use key, full time staff and regular drivers as substitute drivers. Full-time staff is pulled from primary duties and regular drivers drive double routes. Key staff indicated they might substitute two to three times during a week.

This departmental practice results in a loss of efficiency and effectiveness.   In 2003-04, WJCC paid a total of $21,238 to six key staff as overtime pay, largely because of the unsatisfactory substitute driver situation. There is also the added overtime cost for regular drivers. In February 2005, 58 drivers were asked to drive additional routes for a total of 407 overtime hours, resulting in supplemental payments of $4,579. According to division staff, February is a high absenteeism period because of winter illnesses and other factors. Nevertheless, extrapolating 80 percent of this figure for 10 months yields a yearly expense of $36,632 in driver overtime pay. In total, the Transportation Department pays approximately $57,600 annually to cover driver absences because of the unreliable substitute driver situation.

In addition to overtime costs, with substitute drivers, there are often delays in pickups and arrive times at the schools or at home.

In other school districts, this problem has been solved by creating utility driver positions. These drivers, unlike typical substitute drivers, are contracted for 20-22 hours per week at the lowest pay scale and receive benefits. They are required to learn multiple routes and if they are not needed as a substitute driver on a given day, they ride routes as assistants or perform other tasks as directed, such as washing and cleaning the buses.

RECOMMENDATION

Recommendation 8-1:

Hire Utility Drivers.

WJCC should employ at least four utility drivers at the lowest pay scale plus benefits for 22 hours per week. The Director of Transportation should prepare a detailed job description for these drivers and minimize the use of key staff as substitute drivers**.**

To implement this recommendation, the Director of Transportation should obtain approval of the Superintendent through the Assistant Superintendent for Financial and Administrative Services to hire four utility drivers to begin work in the 2005-06 school year.

FISCAL IMPACT

A contracted Utility Driver paid for 22 hours per week at the lowest scale and with benefits would cost $11,474 per 10-month school year. Four utility drivers could be hired at an annual cost of $45,896. These utility drivers would account for 372 hours of time due to regular driver absences.

MGT estimates that overtime payments to Transportation staff and regular drivers could be reduced by 95 percent once utility drivers are available.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Hire Utility Drivers	($45,896)	($45,896)	($45,896)	($45,896)	($45,896)
Reduce Overtime Pay	$54,720	$54,720	$54,720	$54,720	$54,720
TOTAL	**$8,824**	**$8,824**	**$8,824**	**$8,824**	**$8,824**

FINDING

The WJCC Coordinator of Transportation is the supervisor of 127 drivers, 38 bus aides, and four staff. This is an extraordinary and unrealistic driver-to-supervisor ratio.

To ease the burden, the Director has established a procedure dividing the responsibilities for bus driver performance monitoring and evaluation among himself, the Coordinator, and the Safety, Training and Recruiting Specialist. Annually, the department publishes a list that details for the drivers which of the three supervisors is their evaluator for that year. This procedure yields a more effective driver-to-supervisor ratio of 57 to one.

Nonetheless, this high driver-to-supervisor ratio has contributed to a weakness in communication of policies and procedures. In the focus group, bus drivers indicated that not all drivers adequately understand important policy/procedure issues. For example, only five of 11 respondents accurately described the authority and process for denying a student the privilege to ride the school bus. There was some confusion also regarding extracurricular driver opportunities and who gets overtime opportunities. These matters are addressed in the training, but there is always a need for redundant communications on critical matters concerning policy and morale.

The high driver-to-supervisor ratio also places a burden on three key persons who must evaluate the performance of at least 55 drivers/aides. There are few opportunities for any of the three supervisors to observe drivers in the same ways. The Coordinator observes (through daily communication, by radio or telephone) the problems, successes, and call-in complaints or praises. The Safety Specialist receives and seeks to resolve complaints and inspects accident and incidents. The Director relies on reports that flow through the other two functions. The practice of rotating evaluations is a commendable way to minimize distortions, but it does not help in separating the average from the good, or the good from the great. In a review of 20 randomly selected personnel files, MGT found that the performance ratings were consistently "meets expectations."

One method other divisions have found effective in improving driver communication and evaluation is to establish senior driver designations. Senior drivers could be a means of augmenting the information flow up and down in support of performance evaluation and the communication of key policies and practices. Senior drivers would be determined based on years of superior service and solid safety record. They could both enhance the flow of information up and down and provide better information on the day-to-day performance of the drivers. They would receive recognition and a modest end of year bonus. The number of senior drivers can be determined by where the buses are parked, the schools they serve, or other criteria.

RECOMMENDATION

Recommendation 8-2:

Establish an honorary Senior Driver designation.

The Transportation Director should gain approval of the Assistant Superintendent for Financial and Administrative Services to establish the honorary designation of Senior Driver. He should then select up to 12 senior drivers, using a publicized criteria and definition of their role and the incentive.

This program should be implemented with the 2005-06 school year.

FISCAL IMPACT

This recommendation will cost $6,000 annually, assuming a year-end bonus of $500 per senior driver.

Recommendation	2005-06	2006-07	2007-08	2008-9	2009-10
Establish the Senior Driver Positions	($6,000)	($6,000)	($6,000)	($6,000)	($6,000)

8.2   *Planning, Policies and Procedures*

The WJCC Transportation Unit has an experienced key staff, with only the Training, Safety and Recruiting Specialist and the EDULOG Specialist being fairly new in their positions.   There are published WJCC policies and procedures for transportation, including a clear statement of mission and goals, and a Transportation Procedures Manual. Their staff does participate in the formal budget projections process. From 2001-03 to 2003-04, the budget increased 13.7 percent over the three years. The projected budgets for 2004-05 and 2005-06 are 5.8 percent and 6.0 percent, respectively, of the total WJCC projected budgets for these years.

School buses are used on occasion for other than the transport of students to school. The Budget Manager approves requests for school buses to support community requests, such as the Boy Scouts and the Colonial Williamsburg "First Night" on New Year's Eve. The requestor signs a "hold harmless" agreement, reimburses for the bus cost, and pays the driver at the maximum pay scale plus $1.75 per mile.

Some exclusive education students are transported by non-bus vehicles that are part of the total transportation fleet. However, some students attend the Governor's School located in Hampton. Other unique transportation requirements are to and from the following education facilities: Regional Vo-Tech in Newport News, Newport News Academy for Special Education, Center for Autism, Kiln Creek Elementary School (Autism), York City Middle School, Keystone Academy, Enterprise Academy in Newport News, Virginia School for the Deaf and Blind in Hampton, and Brewton High School in York. The cost per student is higher than for other routes because of the miles and fewer students on a bus. Commercial vehicles are not used to transport students in WJCC.

WJCC allows drivers to take buses home if they are closer to their first pickup point than they would be if they parked in a bus lot. This policy reduces deadhead miles and enhances the timely start of routes in the morning.

The internal procedures for the department are developed by applying new learning from operations or adapting to directed policy changes. The Transportation Manual was last updated in November 2004. MGT found this manual to be one of the most complete that it has reviewed. Staff and drivers (new and old) are kept knowledgeable about changes in procedures through the In-Service Training that occurs in August and the five-day All Employee Training that occurs in March of each year. Attendees at the training sessions are paid for their time. The Training, Safety and Recruiting Specialist is responsible for the training, but the Director participates and contributes.

FINDING

The Transportation Department has several processes in place for monitoring performance, contributing to a system of continual improvement. The Director of Transportation and key staff members measure performance by examining the annual reports from all of the school administrators to assess how the schools evaluate transportation performance. Additionally, the data that feeds the annual report to the Virginia Department of Education (VDOE) is reviewed for performance indicators. Drivers, the Training, Safety and Recruiting Specialist, and the Shop Foreman submit data on miles, costs per mile, deadhead miles, hazardous routes, accidents, and number of students. Most of this information is automated. In the area of maintenance, shop records are verified to assess compliance with the policy that every bus receives a service/safety inspection every 30 days.

To remain competitive for recruiting and retaining drivers, the Director does informal surveys of compensation in nearby areas, and confers with his counterparts in other school districts on costs for various common services. The Transportation Department also purchases buses in cooperation with the Virginia-sponsored consortium to benefit from the lower prices available in the large volume buy.

The Transportation staff analyzes costs when new schools are considered, when attendance zones change, and when bell times are being reviewed. The Transportation Director is involved in the planning for changes in enrollments, attendance zone changes and new school construction. Currently, one new elementary school and a new high school are planning factors affecting future transportation operations.

Regarding the handling of student or parent complaints, there is a procedure in place. Complaints from parents and the general public are noted during the year and assessed as increasing or decreasing. If the complaint is about the driver it is investigated normally by the Training, Safety and Recruiting Specialist who seeks to resolve the issue and coordinates with the appropriate staff. The Director's Secretary maintains a complaint file after review by the Director. Depending on the issue, the complaint might be referred to in the annual evaluation. If the issue is something of the nature of pick-up times, the issue is resolved and the complaint is discarded. A review of several driver records confirmed that both complaints and commendations are maintained therein. According to the Director, they receive approximately five complaints each month describing a specific situation or the action of a bus driver. The volume of complaints is greatest during the first weeks of the school year.

Another indicator of performance can be gleaned from the WJCC user survey. Regarding Transportation, 83 percent *strongly agree* or *agree* with the statement: *Bus drivers are courteous and provide a safe ride to and from school.*

COMMENDATION

The Williamsburg-James City County Public Schools Transportation Department is commended for its focus on assessing performance and seeking continuous improvement.

FINDING

WJCC does not have a funded comprehensive school bus replacement plan. A plan was adopted by the Board, but not funded during the budget process. WJCC has a number of published policies and procedures covering critical areas of the Transportation operation. The current mix of policy and procedure documents includes:

- Operating Budget Planning and Instruction Manual
- WJCC Policy for Transportation Services Management
- WJCC School Maintenance Safety Program
- WJCC Walkers and Rider Policy
- Policy for Student Conduct on School Buses
- WJCC Policy on the Authorized Use of Vehicles
- Regular Driver Manual
- Driver Workbook—Special Drivers for Special Children

These documents and the Transportation Procedures Manual adequately support the way the department performs the core mission of transporting children to school.

However, the bus replacement plan has not been implemented due to financial constraints. The division is currently using a 14-year plan, which is change from the division's previous 12-year schedule. WJCC staff indicated the decision to implement a 14-year bus replacement plan was predicated on observations of neighboring divisions and their bus replacement plans in addition to other variables. Division staff indicated that a nearby county uses the 14-year buses as spares; however, WJCC will need them for regular runs.

In examining the department's decision to move to a 14-year replacement cycle, MGT found that it may have not fully evaluated all variables before making the change. Specifically, it does not appear that variables such as bus fleet inventory, age of the fleet, maintenance, number of diesel powered buses, bus use, and other inputs were considered before the informal policy change was made.

Exhibit 8-10 shows the number of bus replacements by year of purchase since 1991. It should be noted that WJCC has replaced 139 buses in its fleet since 1991. Though not planned, the historic WJCC replacement cycle corresponds to a 14-year bus replacement cycle.

EXHIBIT 8-10
BUS REPLACEMENTS BY YEAR PURCHASED SINCE 1991
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

YEAR PURCHASED	NUMBER OF BUSES REPLACED	FUEL USE TYPE
1991	9	Diesel
1992	16	Diesel
1993	7	Diesel
1994	7	Diesel
1995	0	Diesel
1996	21	Diesel
1997	0	Diesel
1998	17	Diesel
1999	0	Diesel
2000	16	Diesel
2001	18	Diesel
2002	0	Diesel
2003	12	Diesel
2004	5	Diesel
2005	12	Diesel
TOTAL BUSES	**139**	**Diesel**
BUS AVERAGE AGE IS 1998		
BUS MEAN AGE IS 2000		

Source: WJCC Transportation Department, February 2005.

RECOMMENDATION

Recommendation 8-3:

Implement a School Board policy reflecting the current bus replacement cycle.

Although the initial decision to established a 14-year replacement cycle was and has not been implemented by the WJCC School Board nor fully supported by sound analysis, it has been achievable. The Transportation Director should implement the policy.

This recommendation should be implemented with the start of the 2005-06 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The School Board has not sanctioned and approved the current Transportation Department spare bus policy. WJCC has 139 buses in its fleet. Of these, 35 are used to transport exclusive students and 86 to transport regular students on daily routes. Three buses are also strategically placed at high schools to be driven by CDL licensed teachers and coaches to support school programs.

According to division staff, WJCC uses a 10 percent spare bus policy. However, at the time of the on-site assessment, it could not be determined if the WJCC School Board approved a 10 percent spare bus policy.

Though it is the prerogative of WJCC to maintain whatever percent of spare buses it desires, a 10 percent spare bus policy is considered prudent. Exhibit 8-11 shows the current bus utilization and percent of spares in maintained by the division. Considering a bus fleet of 139 buses, WJCC using a 10 percent spare bus policy, should have no more than 14 spares. The division currently has 14 spares.

EXHIBIT 8-11
BUS UTILIZATION AND PERCENT SPARES
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

BUS UTILIZATION	BUS DAILY ROUTES	NUMBER OF BUSES	NUMBER OF SPARES	PERCENT OF SPARES
Exclusive education buses	35	35	4	11%
Regular passenger buses	86	86	9	10%
High Schools	Varies	3	0	10%
TOTAL	**121**	**124**	**13**	**100%**

Source: WJCC Department of Transportation, 2005.

All transportation operations require spare vehicles to cover for units experiencing breakdowns or scheduled preventive maintenance. The generally accepted range for school bus fleet spares is 10 to 15 percent of the regularly scheduled peak bus usage. The factors affecting the spare bus ratio are fleet age, effectiveness of the maintenance program, climatic and operating environment, fleet mix, and training program. School divisions throughout the country that MGT has reviewed (e.g., Hillsborough County, FL, Fairfax County, VA, San Antonio Independent Schools, TX, Prince George's County MD, Broward County FL), maintain a spare bus policy of 10 to 12 percent.

RECOMMENDATION

Recommendation 8-4:

Maintain spare buses at 10 percent.

The WJCC bus fleet age is within the boundaries of other divisions in the Commonwealth of Virginia and school systems nationally. It is significant that the WJCC

has a highly efficient maintenance support system and all of its buses are diesel power driven.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.3   *Routing and Scheduling*

An effective and efficient routing and scheduling program is absolutely essential for a school transportation program. Virginia School Review Procedures for Transportation state that "an effective routing and scheduling system not only will help the division control costs, but can maximize the state's reimbursement for miles driven."

Effective routing and scheduling systems can impact:

- efficiencies pertaining to student start and end times in coordination with bell times;

- bus routes' average ridership and miles driven;

- key components of the division's routing and scheduling software and processes;

- ride times for regular students and special education (exclusive) students;

- efficiency and effectiveness of regular routes; and,

- efficiency and effectiveness of special education routes.

FINDING

Though WJCC has an effective bell schedule, there is no record that it was approved by the WJCC School Board. The bell schedule in WJCC is staggered and coincides with bus transportation schedules that ensure transportation of students to and from school to meet opening and closing times. Exhibit 8-12 shows the bell schedule for kindergarten, elementary, middle, high school and other educational centers in WJCC. The bell schedule makes effective use of the school division's bus fleet for student transportation and supports existing school schedules.

During the on-site visit, MGT visited schools and discussed with administrators, principals and teachers the bell schedules and student transportation to and from school. There was high praise for delivery and pickup of students to meet opening and closing times. In addition, MGT team members rode buses and determined that buses are achieving on-time delivery of students.

EXHIBIT 8-12
BELL SCHEDULE
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

GRADE LEVEL	SCHEDULE
Norge Elementary Preschool	8:40-12:40
Rawls Byrd Elementary Preschool	8:45-12:45
DJ Montague Elementary Preschool	9:00-1:00
James River Elementary Preschool	9:00-1:00
Stonehouse Elementary Preschool	8:50-12:50
Kindergarten and Elementary Schools	9:10-3:40
Middle School	7:40-2:40
High School	7:40-2:40
Governors School	7:15-9:15

Source: WJCC Transportation Department, 2005.

COMMENDATION

Williamsburg-James City County is commended for implementing an effective bell schedule and for the on-time delivery of students.

FINDING

In the WJCC Transportation Department, there are critical inefficiencies involving underutilization of bus capacity, driven by the current mix of buses in the fleet.

Exhibit 8-13 shows department-provided service data for the current year. The 121 bus routes include non-bus vehicle routes.

EXHIBIT 8-13
BUS ROUTES, AVERAGE DAILY
RIDERSHIP AND MILES DRIVEN
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

BUS ROUTES	AVERAGE DAILY RIDERSHIP	AVERAGE DAILY MILES DRIVEN	AVERAGE TOTAL DAILY BUS CAPACITY
121	6,897	11,881	13,026

Source: WJCC Transportation Department, February 2005.

During the on-site visit, MGT found that the division has decided to optimize its purchasing process and use 78-passenger buses. The rationale is to achieve optimum passenger load, reduce the number of buses in the fleet, and thereby reduce costs. However, this is not being accomplished because bus capacity in the fleet is underutilized.

WJCC uses planning factors that are less than the manufacturer's stated bus capacities for its older students. For grades pre–kindergarten through grade 5, the division uses a planning factor of 78 students for its 78-passenger buses. For grades 6 through 12, the division uses a planning factor of 52 students for its 78-passenger buses.

Federal regulation does not specify the number of persons that can sit on a school bus seat. The school bus manufacturers determine the maximum seating capacity of a school bus. The manufacturers use this number, which is based on sitting three small elementary school age persons per typical 39 inch school bus seat, in the calculations for determining the gross vehicle weight rating and the number of emergency exits. School transportation providers generally determine the number of persons that they can safely fit into a school bus seat. Generally, they fit three smaller elementary school age persons or two adult high school age persons into a typical 39 inch school bus seat (Source: NHTSA Web site).

Exhibit 8-14 provides information on the number of students riding each route each day and compares ridership to the WJCC planning factors and the manufacturer-rated actual bus capacity. As the exhibit show, WJCC is using 45 percent of its bus seating capacity transporting 3,460 students in grades pre-kindergarten through 5, and 65 percent of its bus seating capacity transporting 3,437 in grades 6 through 12. The division is not using 4,307 daily seats for younger students and 1,822 seats for older students.

School buses are purchased based on bus capacity designated by the manufacturer. For example, there are 32, 40, 45, 64, 66, 78 and other buses manufactured to meet bus fleet needs. In addition, buses are also manufactured to accommodate special needs students and can include the mechanism to raise and lower students in wheel chairs. The mix of buses manufactured afford school divisions the opportunity to mix their fleet with buses of various passenger capacities in providing student transportation services.

RECOMMENDATION

Recommendation 8-5:

Optimize bus capacity.

WJCC is currently losing 6,129 daily seats on buses because it is not optimizing bus capacity. The division should review its original decision to standardize on one size bus and may find it can better fill buses with a fleet of mixed sizes. Optimizing routing and scheduling, student pickup points, clustering, and other initiatives should result in higher daily bus utilization. The next section on EDULOG will expand on optimizing the mix of buses by the improvement in routing and scheduling.

This recommendation should be implemented beginning in the 2005-06 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources and should result in currently undetermined cost savings.

EXHIBIT 8-14
AVERAGE DAILY RIDERSHIP AND BUS CAPACITY
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

ROUTE #	BUS #	(GRADES PK-5TH) ACTUAL RIDERS	CAPACITY OF BUSES AS DESIGNED	LOST RIDER CAPACITY FOR PK-5TH	(6TH-12TH GRADES) ACTUAL RIDERS	WJCC PLANNING UTILIZATION RIDER CAPACITY	LOST RIDER CAPACITY FOR WJCC PLANNING UTILIZATION
1	21	54	78	24	49	52	3
2	116	45	78	33	28	52	24
3	26	20	64	44	36	40	16
4	87	12	44	34		29	
5	84	40	78	38	48	52	4
6	114	57	78	21	54	52	+2
7	67	48	78	30	30	52	22
8	6	22	78	56	44	52	8
9	78	5	32	27	0	20	
10	54	50	78	28	28	52	24
11	31	26	66	40	19	42	23
12	82	36	78	42	41	52	11
13	28	33	78	45	49	52	3
14	74	32	78	46	47	52	5
15	128	56	78	22	35	52	17
16	79		61		6	40	34
17	42	6	64	58	28	40	12
18	126	14	32	18	2	20	18
19	64	32	78	46	43	52	9
20	132	31	78	47	44	52	8
21	15		78		17	52	35
22	46	6	78	72	42	52	10
23	68	2	78	76	6	52	46
24	83	50	78	28	51	52	1
25	136	52	78	26	33	52	19
26	25	24	78	54	25	52	27
27	73	31	78	47	44	52	8
28	115	36	78	42	52	52	0
29	121	53	78	25	35	52	17
30	97	10	44	34		29	
31	72	6	32	26	4	20	18
32	17	9	44	35		29	
33	5	15	32	17		20	
34	112		78		42	52	10
35	119	56	78	22	50	52	2
36	92	20	78	58	50	52	2
37	102	3	32	29	8	20	12
38	62	20	78	58	20	52	32
39	29		78		20	52	32
40	99	49	78	29	46	52	6
41	117	38	78	40	30	52	22
42	39	60	78	18	56	52	4
43	9	8	32	24	1	20	18
44	35	28	78	50	25	52	27
45	101	9	32	23		20	
46	86	6	78	72	37	52	15

EXHIBIT 8-14 (Continued)
AVERAGE DAILY RIDERSHIP AND BUS CAPACITY
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

ROUTE #	BUS #	(GRADES PK-5TH) ACTUAL RIDERS	CAPACITY OF BUSES AS DESIGNED	LOST RIDER CAPACITY FOR PK-5TH	(6TH-12TH GRADES) ACTUAL RIDERS	WJCC PLANNING UTILIZATION RIDER CAPACITY	LOST RIDER CAPACITY FOR WJCC PLANNING UTILIZATION
47	110	28	78	50	38	52	14
48	70	35	78	43	35	52	17
49	135	7	32	25	2	20	18
50	109	21	78	57	31	52	21
51	120	32	78	46	50	52	2
52	47	51	78	27	49	52	3
53	14	40	78	38	40	52	12
54	18	15	44	29	3	29	26
55	137	12	32	20		20	
56	131	29	78	49	30	52	22
57	96	15	44	29	4	29	25
58	37	41	78	37	30	52	22
59	106	38	78	40	42	52	10
60	91	40	78	38	30	52	22
61	38	22	64	42	39	40	1
62	94	10	44	34		29	
63	45	9	44	35	2	29	27
64	111	32	78	46	33	52	19
65	108	8	64	56	21	40	19
66	130	32	78	46	50	52	2
67	133	35	78	43	40	527	12
68	20	57	78	21	39	52	13
69	75	34	78	44	44	52	8
70	127	43	78	35	40	52	12
71	122	7	32	25	6	20	14
72	23	12	78	66	27	52	25
73	1	44	78	44	25	52	27
74	69	50	78	28	47	52	5
75	40	56	78	22	15	52	37
76	27	42	78	36	45	52	7
77	125	10	32	22		20	
78	100	58	78	20	56	52	+4
79	56	16	66	50	28	42	14
80	113	68	78	10	60	52	8
81	124	12	32	20		20	
82	16	38	78	40	35	52	17
83	118	63	78	15	50	52	2
84	61	35	78	43	51	52	1
85	49	56	78	22	30	52	22
86	65	38	78	40	35	52	17
87	51	33	78	45	53	52	+1
88	104	11	32	21	2	20	18
89	90	44	78	34	40	52	12
90	59	46	78	32	44	52	8
91	81	6	52	46	4	20	16
92	52	41	78	37	28	52	24
93	66	25	78	53	24	52	28

EXHIBIT 8-14 (Continued)
AVERAGE DAILY RIDERSHIP AND BUS CAPACITY
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

ROUTE #	BUS #	(GRADES PK-5TH) ACTUAL RIDERS	CAPACITY OF BUSES AS DESIGNED	LOST RIDER CAPACITY FOR PK-5TH	(6TH-12TH GRADES) ACTUAL RIDERS	WJCC PLANNING UTILIZATION RIDER CAPACITY	LOST RIDER CAPACITY FOR WJCC PLANNING UTILIZATION
94	123		32		9	20	11
95	55	6	66	60	29	42	13
96	58		66		6	42	36
97	103	19	32	13		20	
98	57	11	66	55	1	42	41
99	8	48	78	30	37	52	15
100	41	38	78	40	66	52	+14
101	129	29	78	49	32	52	20
102	71	18	32	14		20	
103	50	29	78	49	32	52	20
104	85	66	78	12	60	52	+12
105	95	5	44	39	3	29	26
106	43	54	78	24	48	52	4
107	12	48	78	30	43	52	9
108	89	37	78	41	39	52	13
109	24	22	78	56	31	52	21
110	13	10	61	51	3	40	37
111	134	51	78	27	56	52	+4
112	4	38	61	23	36	40	4
113	60	40	78	38	27	52	25
114	53	10	32	22	4	20	16
115	93	46	78	32	17	52	35
116	105	48	78	30	42	52	10
117	Car				1		
118	80	3	44	41		29	
119	19	6	32	26	5	20	15
120	34	4	32	28	2	20	18
121	98	67	78	11	37	52	15
TOTALS		**3,460**	**7,767**	**4,307**	**3,437**	**5,259**	**1,822**

Source: WJCC Transportation Department, February 2005.

FINDING

The Transportation Department is not using key components of its routing and scheduling software. Greater efficiencies could be realized through more effective use of the EDULOG System.

WJCC has the EDULOG automated computer-based software route scheduling system to manage bus routes and student pickup points. The Transportation Department is in its second year using this system. Presently, EDULOG in WJCC is being used for regular students only. Software for exclusive students and associated training is to be implemented, but has not yet been.

WJCC has only one person (the EDULOG Specialist) receiving formal software and hardware training to operate the division's routing and scheduling program.

In WJCC, the routing and scheduling process is continuous. A start point could be construed when an initial report is generated in the summer. It consists of taking routing and scheduling information from last year and, after receiving student data and information from the schools, inputting that information into EDULOG, and then generating routes and schedules for the coming school year. Subsequent student data changes and modifications are input as they occur to ensure bus drivers have useful routing and scheduling printouts for their use.

When data are submitted (using the Division's Star Student information system) to the EDULOG Specialist from administrative assistants at WJCC schools, it is entered into the system. Information consists of where students live, school assignment, proximity to existing routes, and other required information. Subsequent actions include informing school principals and administrators of assigned student routes, pickup points, bus number. Bus drivers are provided with their routes and schedules.

MGT found that EDULOG implementation in WJCC has been hampered because the EDULOG Specialist is also a qualified bus driver who is used to drive a bus when there are driver shortages. This is a frequent occurrence in WJCC and was observed during the MGT on-site visit. Backup personnel are not sufficiently trained to operate the system in her absence, resulting in significant errors.

EDULOG is used by numerous school transportation units throughout the nation with varying degrees of success. Those with EDULOG systems who are successful ensure:

- a sufficient number of personnel are adequately trained;

- software and hardware are current and properly used;

- input of data are made by competent personnel; and

- routes and scheduling improvements generated by the system are implemented.

These basic requirements to ensure EDULOG success are not being accomplished in WJCC.

The benefits to WJCC fully implementing an automated system are significant. *School Bus Fleet Magazine*, computer experts, and other divisions in the Commonwealth of Virginia (including Fairfax, Prince William, and Arlington Divisions) indicate that a 10 to 15 percent or more reduction in routes is achievable initially using automated computer-based route scheduling to manage bus routes and student pickup points. This is not being achieved in WJCC because the EDULOG system is not performing critical analysis to achieve route reductions of at least 10 percent or more.

RECOMMENDATION

Recommendation 8-6:

Fully utilize the EDULOG system to obtain the benefits of this investment in efficiencies and cost effectiveness.

The division should ensure that EDULOG Specialist is fully trained and assigned full-time to her core duties. The division should also take immediate steps to have the EDULOG Specialist cross-train a transportation staff member on the EDULOG System. Finally, the division should reclassify administrative assistants at schools to 11-month employees, which will improve the accuracy of input to the EDULOG system.

This recommendation should be fully implemented prior to the start of the 2006-07 school year.

FISCAL IMPACT

Taking steps to make the EDULOG Specialist fully devoted to her craft would help the division realize significant. Assuming the 10 percent reduction of routes that other divisions have experienced, WJCC would be able to reduce the need for five buses and associated drivers each year. The division would save approximately $115,000 in driver salaries and benefits per year. The division could reduce its need to purchase new buses at a rate of at least one less bus per year. A new bus costs approximately $70,000.

MGT estimates a one-time cost $2,500 to fully train a second employee in EDULOG.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Reduce Regular Bus Drivers	$0	$115,000	$115,000	$115,000	$115,000
Reduce New Bus Purchases	$0	$70,000	$70,000	$70,000	$70,000
Cross-train Transportation Staff	($2,500)	$0	$0	$0	$0
TOTAL	**($2,500)**	**$185,000**	**$185,000**	**$185,000**	**$185,000**

FINDING

Bus capacity utilization for exclusive student transportation services in WJCC is not optimized.

Exhibit 8-15 shows that 398 exclusive students (299 pre-kindergarten through fifth grade and 99 students in 6th through 12 grades) are provided transportation services. The exclusive bus capacity for the pre-k through 5th grade is 1,215, resulting in a non-use or loss of 916 transit capacity.

EXHIBIT 8-15
EXCLUSIVE STUDENTS
AVERAGE DAILY RIDERSHIP AND BUS CAPACITY
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

ROUTE #	BUS #	(PK-5TH) LOAD AMT	CAPACITY	(6TH-12TH) LOAD AMT	CAPACITY
4	87	12	44		29
9	78	5	32	0	20
16	79		61	6	40
18	126	14	32	2	20
30	97	10	44		29
31	72	6	32	4	20
32	17	9	44		29
33	5	15	32		20
37	102	3	32	8	20
43	9	8	32	1	20
45	101	9	32		20
49	135	7	32	2	20
54	18	15	44	3	29
55	137	12	32		20
57	96	15	44	4	29
62	94	10	44		29
63	45	9	44	2	29
65	108	8	64	21	40
71	122	7	32	6	20
77	125	10	32		20
81	124	12	32		20
88	104	11	32	2	20
91	81	6	52	4	20
94	123		32	9	20
96	58		66	6	42
97	103	19	32		20
98	57	11	66	1	42
102	71	18	32		20
105	95	5	44	3	29
110	13	10	61	3	40
114	53	10	32	4	20
117	car			1	
118	80	3	44		29
119	19	6	32	5	20
120	34	4	32	2	20
TOTAL		**299**	**1,374**	**99**	**865**

Source: WJCC Transportation Department, February 2005.

Conversely, bus capacity for 6th through 12th grade students (reflecting the WJCC reduced transportation formula used by the Director of Transportation) shows a capacity of 560 used to transport a load amount or use for 98 students. This results in a non-use or loss of 462 transit capacity. The total loss or non-use capacity for the two categories is 1,378.

WJCC is using 25 percent of the capacity of its 35 vehicles designated to transport its pre-k through 5th grade exclusive student population and uses 18 percent of the capacity of the same vehicles to transport its 6th through 12th grade exclusive student population.

Exhibit 8-16 compares student ridership and costs for WJCC exclusive and regular bus transportation. As the exhibit shows, WJCC spends significantly more on exclusive transportation than on regular transportation.

EXHIBIT 8-16
EXCLUSIVE AND REGULAR STUDENT C0PARISON
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 SCHOOL YEAR

STUDENT TYPE	NUMBER OF STUDENTS	NUMBER OF BUSES	OVERALL TRANSPORTATION COST	COST PER STUDENT
Regular	7,073	82	$1,604,060	$227
Exclusive	416	32	$641,132	$1,541

Source: WJCC Transportation Department, February 2005.

Through analysis and on-site observations, MGT found that several practices in WJCC contribute to the high cost of transportation provided to exclusive students. They are:

- EDULOG is not currently being used for optimizing exclusive student transportation.

- Exclusive students include preschool students, special education students, and alternative education students. There is general acceptance within the division that special education students require exclusive transportation services without questioning whether or not these students could be mainstreamed with regular student transportation services. MGT found that the special education administrators complete the IEP process and then place the requirement on the Transportation Department without prior coordination or consultation. As a result, there is no system of checks and balances to ensure proper expenditures of resources.

- The Transportation Department could make more effective use of buses specially designed to transport exclusive students. Currently, the department has two sedans and station wagons. However, the practice of using bus assets to transport one or two students and not maximizing exclusive bus capacity adds significant costs.

- The Transportation Department is not informed sufficiently at critical junctures of the IEP process of anticipated special transportation requirements for exclusive students. Evaluation of records in the Transportation Department shows that special education administrators notify the Transportation Director at the last minute (sometimes only a day or two in advance) of transportation requirements.

Programming and implementation of bus transportation capacity for WJCC exclusive students are not efficient. For example:

- Bus 78, a 32-passenger bus, transports five exclusive students in the morning on a route requiring 54-minutes. In the afternoon, it is idle and transports no students.

- Bus 32 transports nine exclusive students in the morning, completing its route in 58 minutes. In the afternoon, it transports no students.

- Bus 33 transports 15 exclusive students in the morning, but no students in the afternoon.

- Buses 77 transports 10 exclusive students in the morning, completing its route in 23 minutes. In the afternoon, it transports no students.

- Bus 81 transports 12 exclusive students in the morning, completing its route in 45 minutes. In the afternoon, it transports no students.

- Bus 98, a 66-passenger bus, transports 11 exclusive students in the morning on a route requiring 60 minutes. The same bus transports one student in the afternoon.

Devoting greater attention to planning could result in more effective utilization of assets to transport exclusive students. In addition, full implementation of EDULOG could help alleviate the situation and result in gaining more efficiencies

MGT observed that the EDULOG Specialist has not been trained on procedures to program exclusive student transportation service. Once she has been trained to program routing and scheduling of exclusive students, many of the inefficiencies currently existing could be reduced or eliminated.

RECOMMENDATION

Recommendation 8-7:

Evaluate the current mix of exclusive buses, optimize bus capacity, and accelerate implementation of EDULOG.

WJCC is currently losing 1,378 seats of its exclusive capacity because it is not optimizing its resources. By making a concerted effort to improve routing and scheduling, reassessing student pickup points, making better use of its buses when considering the number of exclusive students transported, and improving bus mix, WJCC could reduce or eliminate current deficiencies.

This recommendation should be implemented with the start of the 2006-07 school year.

FISCAL IMPACT

This recommendation can be implemented with existing resources. MGT estimates that the division will save five percent of its total exclusive transportation cost, or

approximately $30,000 per year, once this recommendation is implemented. Depending on the level of optimization the division pursues and the speed with which EDULOG is implemented for exclusive student transportation, the savings could be greater.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Optimize Bus Capacity for Exclusive Student Transportation	$0	$30,000	$30,000	$30,000	$30,000

FINDING

WJCC has established goals of maximum ride times for regular students of no more than 45 minutes and for exclusive students of no more than one hour and 30 minutes. With few exceptions, the Transportation Department meets these goals.

A bus run is accomplished by beginning at a start point and then proceeding to pick up students at designated points along the run and depositing the students at a school or other designation. According to data provided by the Transportation Department, WJCC completes 317 bus runs on 121 routes providing regular and exclusive transportation services. Exhibit 8-17 shows the normal completion times for regular and exclusive student routes in WJCC.

EXHIBIT 8-17
COMPLETION TIMES FOR BUS ROUTES
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS DIVISION
2004-05

COMPLETION TIMES	REGULAR STUDENT ROUTES	EXCLUSIVE STUDENT ROUTES
15-25 minutes	0	2
26-35 minutes	2	1
36-45 minutes	5	4
46-55 minutes	21	2
56-75 minutes	37	13
76-90 minutes	12	6
90 minutes or more	9	7
TOTAL	**86**	**35**

Source: WJCC Transportation Department, February 2005.

With the exception of 13 of the 317 bus runs conducted on the 121 routes, WJCC students are being transported within the WJCC goal times and not spending excessive time being transported to and from school. As a result, students are arriving at school unencumbered by long transit times and ready to begin their educational day.

Of the many school divisions in the Commonwealth of Virginia and other school systems in other states assessed by the MGT team, the accomplishment by the Transportation Department to execute bus runs that reduce transit time for students is one of the best.

COMMENDATION

The WJCC Transportation Department is commended for maintaining short bus rides times for the vast majority of students transported.

8.4 *Training and Safety*

WJCC transportation training and safety programs are the responsibility of the Safety and Training Specialist for the Transportation Department. This position has as stated goals to monitor all safety issues related to pupil transportation, investigate all accidents, and file accidents reports with VDOE. The Training and Safety Specialist is also responsible for the planning, integration, and implementation of all training for personnel assigned to the department.

The WJCC 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 adequate training program. A number of training courses are offered to personnel in the Transportation Department. In those circumstances where training is given at other locations in the Commonwealth or other parts of the country, WJCC covers registration, accommodations, food, and other incidental costs for employees to attend.

The specialist ensures that:

- safety meetings are conducted for all drivers;

- WJCC bus drivers possess a valid Commercial Driver's License (CDL), are 21 years of age, are physically fit to operate a school bus safely, and are literate;

- state-mandated classroom and 24-hours behind the wheel training is completed by all bus drivers; and

- training, as required, is conducted for all other personnel assigned to the Transportation Department.

Exhibit 8-18 shows training offered, whether it is required by law, employee satisfaction, certification, or pay differential. WJCC transportation staff development consists of training that is conducted or provided for all personnel in the Transportation Department. The Director of Transportation is aware that well-trained bus drivers and staff contribute to operational and cost efficiencies.

EXHIBIT 8-18
TRANSPORTATION-RELATED STAFF DEVELOPMENT TRAINING
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2004-05 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
EDULOG Training	No	High	Yes	No

Source: WJCC Transportation Department, February 2005.
*Training hosted by Virginia Department of Education at away locations for two or more days.

Employee satisfaction was measured by class evaluation forms that were filled out by the students and are on file in the Transportation Department. In other instances, students were asked to provide their assessment of class training. In the focus group for bus drivers conducted on-site by MGT, bus drivers and attendants indicated their training was highly satisfactory.

Exhibit 8-19 details the number of bus accidents in WJCC over the past three years. Accident reports are maintained by the Transportation Department. These accident reports show whether injuries occur inside or outside the buses providing student transportation services.

EXHIBIT 8-19
BUS ACCIDENTS
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS
2003-04 SCHOOL YEAR

SCHOOL YEAR	NUMBER OF ACCIDENTS	NUMBER OF FATALITIES	MILES FOR THE SCHOOL YEARS	STUDENTS TRANSPORTED	NUMBER OF ACCIDENTS PER 100,000 MILES TRAVELED
2001-02	8	0	1,700,000	7,828	0.47
2002-03	5	0	1,900,000	7,837	0.26
2003-04	7	0	2,100,000	7,991	0.33
TOTAL	**20**	**0**	**5,700,000**	**23,656**	**0.35**
AVERAGE	**6.6**	**0**	**1,900,000**	**7,885**	**0.35**

Source: WJCC Transportation Department, February 2005.

The mileage data shown in the exhibit are for all miles traveled by buses with or without students aboard. This is because buses may have accidents related to deadhead miles or simply in-transit from the maintenance shop or could be impacted while parked with no one on board.

The WJCC statistics show a gradual reduction in the number of accidents, from 0.47 accidents per 100,000 miles driven in 2001-02 to 0.33 accidents per 100,000 miles in 2003-04. Overall, WJCC shows a bus accident rate of .35 per 100,000 miles. These are excellent results and reflect favorably on the safety and accident prevention programs.

COMMENDATION

The Williamsburg-James City County Transportation Department is commended for excellent training activities and an effective safety and accident prevention program.

8.5   *Vehicle Maintenance*

WJCC vehicle maintenance responsibilities are performed by six full-time mechanics. The Shop Foreman is a qualified senior mechanic and if required, may augment or support mechanic responsibilities in a critical situation, providing a total of seven mechanics when needed. Additionally, there is a full-time parts specialist who ensures adequate and timely parts availability to support the mechanics. The Vehicle Maintenance Section operates from 5:00 a.m. to 5:00 p.m. daily. Mechanics work staggered shifts, with each mechanic completing eight hours. The Shop Foreman has been in his position of responsibility for several years and reports to the Director of Transportation.

FINDING

The WJCC vehicle maintenance section has a sufficient number of mechanics and provides outstanding service.

The WJCC Vehicle Maintenance Section of the maintenance operations facility is superb. Investment by the WJCC School Board a few years ago produced a maintenance facility that is spacious, appealing, and modern with the necessary bays, equipment and support system to accomplish the mission of keeping the bus and commercial fleet at a high state of readiness and vehicle availability. It is one of the finest school bus maintenance facilities in the Commonwealth of Virginia.

The current fleet inventory consists of 139 school buses and 58 other vehicles for a total of 198 vehicles. There are six full-time mechanics. The Shop Foreman is available as a qualified mechanic and may be counted as an additional mechanic for a total of seven. Therefore, WJCC has an effective mechanic to vehicle ratio of 1:28.

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 WJCC mechanic to vehicle ratio is above the national average of 1:25. When factoring age of the fleet, the expertise of the mechanics, maintenance facility, and level

of maintenance performed, the mechanic to vehicle ratio is adequate as reflected by an WJCC outstanding maintenance program.

The positive ratio of mechanics in WJCC is a reflection of their exceptional accomplishments due to the maintenance unit keeping accurate data to support seven full-time mechanics. The records on the type of repairs and cost data are adequately captured to show which bus was repaired, what was repaired, who repaired it, where was it repaired, and what the cost of the repair was.

COMMENDATION

The WJCC Transportation Department mechanics are commended for the outstanding service they provide maintaining the fleet.

Of the many school divisions in the Commonwealth of Virginia and other school systems in other states evaluated by MGT, the accomplishments by the mechanics of the Transportation Department to maintain and repair buses and other vehicles and equipment in the fleet inventory is one of the best.

FINDING

The Vehicle Maintenance Section has an impressive vehicle maintenance information system (VMIS) which conforms to Commonwealth of Virginia School Review Procedures as they relate to transportation.

The WJCC Transportation Department exceeds Commonwealth guidelines and has a highly effective VMIS, employing several technological innovations and indicators to manage the fleet. The following are the major technologies examined by MGT while on-site:

- The Gilbarco Monitor System is used to monitor fuel tanks. It monitors fuel tank capacity, any fuel leakage and performs a cathodic protection test as required by federal and state regulations. There are adequate connections to three underground fuel storage tanks linked to the Shop Foreman's Office that alert him if any problems develop at any of the sites.

- Fuel is polled using the Faster Fleet Management System and the Fuel Master Program. Two computers in the Shop Foreman's office poll the fuel. This system allows the Shop Foreman to know at any time issues related to fuel.

- Mechanics in WJCC use diagnostic tools to troubleshoot repair problems. This is accomplished by connecting mobile computers to junction boxes on vehicles. Using a range of inputs, communications is established with the bus and codes sent back to the mechanic. By interpreting the codes sent back by the bus, it is easy to identify the probable mechanical malfunction to repair.

- The Shop Foreman has every bus, commercial vehicle and other equipment in a central computer that tracks scheduled maintenance, oil changes, and other critical information about every piece of equipment in the inventory. During the on-site assessment, MGT observed this system in operation. Randomly, upon request, the MGT team was provided the history, scheduled maintenance, and other information on equipment under responsibility of the vehicle maintenance section. The results were outstanding.

The Shop Foreman uses effective fleet management indicators to manage the WJCC fleet. They are important to managing the fleet and contribute to the high standards of excellence achieved by the WJCC Transportation Vehicle Maintenance Section that complement VMIS.

The WJCC non-bus vehicles have high mileage, in addition to having an average age of 19 years. Information maintained in the maintenance shop revealed that the majority of them have over 100,000 miles and some non-bus vehicles have mileage over 200,000 miles. Older vehicles with high mileage require additional maintenance emphasis, which the Maintenance Shop is currently accomplishing.

COMMENDATION

The WJCC Transportation Department is commended for its exceptional Vehicle Maintenance Information System (VMIS).

Of the many school divisions in the Commonwealth of Virginia and other school systems throughout the nation evaluated by MGT, WJCC's implementation of VMIS is exceptional.

9.0   TECHNOLOGY MANAGEMENT

9.0 TECHNOLOGY MANAGEMENT

This chapter provides a summary of administrative and instructional technology use in Williamsburg-James City County Public Schools (WJCC). The five major sections of this chapter are:

  9.1   Technology Planning and Management
  9.2   Organization and Staffing
  9.3   Infrastructure and Web Development
  9.4   Software and Hardware
  9.5   Staff Development

CHAPTER SUMMARY

WJCC provides a wealth of robust technology tools for students, teachers, and staff. The division has an outstanding Web site, which provides an attractive, easy-to-use communications tool and, with its e-mail alert service, has developed additional technology-based methods of communicating with parents and interested community members. In addition, the division has teachers with state-of-the-art technical skills who are seamlessly integrating technology into instruction.

Currently, the responsibility for various aspects of technology development, budgeting, implementation, and evaluation are spread across several departments and functional areas of the organization. Technology functions and needs could be better addressed through a newly created Office of Planning, Accountability, and Technical Support, which is also recommended in Chapter 2 of this report as part of a larger overall reorganization of the WJCC central office. On-site technology support technicians need better central support, including a trouble ticket tracking system and access to better training opportunities.

The division lacks written procedures for some routine technical support functions, sufficient support for teachers in integrating technology into instruction, and a sufficient software selection process. In terms of infrastructure, the division lacks both an Intranet and a second access route to the Internet.

Introduction

Technology is a large expense each year for the division. In 2002-03, the division spent $4.2 million on technology, or 5.8 percent of the year's total expenditures. In 2003-04, the division spent $3.1 million or 4.2 percent of its total expenditures.

In the last four years, the division has acquired and implemented a number of new technologies, including:

  - a VLAN design for wired and wireless networks;
  - a Veritas Enterprise Backup system;
  - a Cisco Firewall Security Appliance;
  - the SolarWinds Network Management and Performance Monitor; and
  - a secure CISCO VPN tunnel for remote support.

Ensuring that the division is getting the best value for its technology spending must be a high priority. Overseeing the Technology Development and implementation for the division is a Technology Department headed by a Director. The Director reports to the Assistant Superintendent for Finance and Administrative Services. The Technology Department includes six professional personnel based at the central office who report to the Technology Director. At each of the schools, a technical specialist (12 in all) provides on-site support and reports to the school principal. The schools also have at least one person per site whose duty it is to enter student data and daily attendance into the division's computer system. A Coordinator of Records Administration supervises the warehousing and digitizing of division records, along with one employee. WJCC has one full-time Web master for its division Web pages; he assists the schools in maintaining individual Web pages as well.

Several questions on the MGT survey of central administrators, principals, and teachers relate to technology development and implementation in the division. Exhibit 9-1 reviews some of the relevant survey responses. As the exhibit shows, a majority of administrators, principals, and teachers are satisfied with the division's technology and processes that depend on technology.

EXHIBIT 9-1
COMPARISON SURVEY RESPONSES
WITHIN WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

SURVEY STATEMENT OR FUNCTIONAL AREA	ADMINISTRATORS	PRINCIPALS	TEACHERS
	(% Good + Excellent) / (% Fair + Poor)[1]		
The school district's job of providing adequate instructional technology.	62/23	100/0	68/31
The school district's use of technology for administrative purposes.	69/8	83/11	57/21
Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.	69/23	78/23	57/42
Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.	69/15	56/28	28/15
	(% Agree + Strongly Agree) / (% Disagree + Strongly Disagree) [2]		
I have adequate equipment and computer support to conduct my work.	92/8	83/11	72/19
Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.	61/23	83/0	47/23
Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	77/0	77/0	48/16
	(% Needs Some Improvement + Needs Major Improvement) / (% Adequate + Outstanding) [3]		
Data processing	15/53	28/56	18/36
Administrative technology	8/76	12/72	15/36
Instructional technology	23/69	28/72	39/57
Instructional support	8/77	11/89	49/46
Staff development	23/77	34/66	51/43
Program evaluation, research, and assessment	23/46	50/50	40/41
Pupil accounting	31/38	6/78	27/39

[1]Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor.*
[2]Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree.*
[3]Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding.*

9.1   *Technology Planning and Management*

Ten years ago, technology was seen as an add-on in school divisions, indeed in many organizations, including private businesses. Now, technology is a foundational aspect of almost every organization.

Successful technology planning is the foundation for successful technology implementation and development. School division technology is not just a standalone, long-term, ongoing project; it affects every aspect of school division operations. The technology planning process is complicated. There are many factors to consider, including instructional integration, legislated data reporting, funding, training, and staffing for support.

By analyzing current trends in division demographics and available technology, planners can predict what the needs of the division will be and what technology will be available to fill those needs. Technology, however, is the fastest changing segment of our society, so frequent updates and revisions of any technology plan will be required, which is most likely why Virginia's Department of Education has made technology planning a requirement of every school division within the Commonwealth.

FINDING

WJCC lacks written procedures for many of its regular technical support functions.

In interviews with technology staff in the administrative office, MGT found that few written procedures exist for common tasks. Such a situation makes it difficult for personnel to readily support functions outside their specific area when the needs arises. Technology staff in the central office indicated that they have begun developing some written procedures for their own use, but this effort is neither coordinated nor supervised.

In the MGT focus group with the school-based technical support personnel, staff members noted that they do not receive any written procedures to follow in troubleshooting or maintaining their school's equipment. When asked on an MGT e-mail survey what resources they use when troubleshooting problems, most indicated that they use some combination of personal knowledge, other co-workers, books, the internet, Microsoft, and company Web sites. Given the somewhat common infrastructure and hardware among the schools, this effort could be better supported by division-provided troubleshooting documentation. In addition, the technicians estimate that as much as 90 percent of their training is completed 'on-the-job,' meaning they are learning essentially as they go along. Providing written procedures could help shorten the learning curve for many of them.

RECOMMENDATION

Recommendation 9-1:

Develop written procedures for technical support functions.

The Director of Technology should meet with the division- and school-based technology support staff to identify the areas where written procedures are needed. Then, he should direct the preparation of procedures manuals in the order of greatest need.

The creation of written procedures should begin immediately and the first set completed no later than January 2006. Because technology will continue to evolve in the division, procedures should be updated at least annually.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

WJCC is spending a significant portion of its annual budgets on technology, yet the division does not have a not systematic process in place to evaluate the impact of that spending on student achievement, increased instructional integration, or improved administrative efficiency and effectiveness. Moreover, the division is not tracking the work of its on-site technology support technicians.

Exhibit 9-3 compares WJCC fifth and eighth graders to those in peer divisions on the Standards of Learning (SOL) tests in computers and technology. As the exhibit shows, 88 percent of WJCC fifth graders and 80 percent of its eighth graders met or exceeded the SOL standards in Spring 2002 testing. These figures are higher than both the peer averages of 85 percent and 77 percent and the state averages of 86 percent and 76 percent. Overall, WJCC students demonstrate higher levels of computers and testing skills than its peers or the state as a whole.

EXHIBIT 9-3
STANDARDS OF LEARNING (SOL) RESULTS
PERCENTAGE OF STUDENTS MEETING OR EXCEEDING STATE STANDARD IN COMPUTERS/TECHNOLOGY
SPRING 2002

SCHOOL DIVISION	GRADE 5	GRADE 8
Williamsburg-James City County	**88%**	**80%**
Albemarle County	92%	81%
Alexandria City	83%	71%
Charlottesville City	63%	56%
Falls Church City	92%	91%
Fauquier County	87%	78%
Fredericksburg City	73%	69%
Hanover County	92%	86%
Harrisonburg City	84%	78%
Manassas City	93%	76%
Montgomery County	83%	71%
Roanoke County	91%	77%
Winchester City	90%	85%
PEER SCHOOL DIVISION AVERAGE	**85%**	**77%**
STATE AVERAGE	**86%**	**76%**

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

Exhibit 9-4 shows WJCC's technology spending in comparison to its peers. These figures include the expenditures incurred for all technology-related activities, including instruction, administration, and technical development and support, as well as software, hardware, and infrastructure purchases. As the exhibit shows, in 2003-04 WJCC spent 73 percent more than the peer average of $328 per student in 2003. However, it should be noted that this was the year in which WJCC purchased the bulk of its current technology infrastructure, replaced a large number of aging student computers, and purchased wireless laptops for teachers. These large expenses likely account for some portion of the higher than average expenditure per student.

EXHIBIT 9-4
DISBURSEMENTS BY CATEGORY
PEER SCHOOL DIVISIONS
2003 FISCAL YEAR

SCHOOL DIVISION	TECHNOLOGY	
	TOTAL DISBURSEMENTS	PER PUPIL COST
Williamsburg-James City County	**$4,847,010**	**$568**
Albemarle County	$3,299,482	$271
Alexandria City	$7,341,169	$673
Charlottesville City	$1,706,948	$402
Falls Church City	$1,178,997	$626
Fauquier County	$1,896,595	$190
Fredericksburg City	$696,559	$296
Hanover County	$3,132,999	$179
Harrisonburg City	$1,665,401	$415
Manassas City	$1,007,068	$452
Montgomery County	$2,668,348	$291
Roanoke County	$4,067,887	$288
Winchester City	$1,529,815	$434
PEER SCHOOL DIVISION AVERAGE	**$2,515,939**	**$328**

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

However, MGT found no evidence that the division has undertaken an internal evaluation of whether technology expenditures are likely to result in greater student or staff technical literacy. As with any other expenditure, the division should assess whether its technology spending is having the desired effect of increasing student achievement or increasing technology integration in the overall classroom learning process.

At the time of the on-site review, WJCC was not employing a trouble ticket system to manage and evaluate its technology support and the work of the on-site support technicians. Several staff members mentioned that the division is testing such a system, but it is not yet in general use. Staff members expect the division to select a trouble ticket system by July 2005. Such a system would allow the division to ensure it is deploying its personnel resources in the best possible manner, as well as to ensure the stability of its technology resources.

Most trouble ticket systems allow an organization to assess the types of support its technology personnel are providing, the relative extent of support being provided, and whether there are systemic issues among the lines of equipment supported. For example, with an adequate system, WJCC should be able to evaluate whether its

technical support personnel spend more time assisting school front office staff or teachers, and whether they are helping more with printer problems or e-mail problems. The division should be able to evaluate whether the elementary technicians are spending more time than high school technicians on troubleshooting. Finally, a sufficient trouble ticket system should help WJCC evaluate whether the technology resources it has provided to schools are in fact being used. Including a checkout system for the laptop carts, SmartBoards, and other portable technology resources in the trouble ticket system would also provide the division with valuable feedback on the actual usage of technology.

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of technology in K-12 education, has developed a Technology Support Index rubric to assist school divisions in determining their needs in a variety of technology support areas. In the Index, school divisions are divided into one of four categories for various areas of technology usage and support.

These categories are:

- emergent (beginning support capability);
- islands (isolated areas of effective support);
- integrated (very good support provided in most areas); and
- exemplary (excellent support in most areas).

The ISTE Technology Support Index rates organizations with no trouble ticket system as "emergent" only. In organizations with "exemplary" trouble ticket systems, all technical issues are recorded and delegated to appropriate resources through an electronic system. All technical issues are tracked and evaluated through this system.

RECOMMENDATION

Recommendation 9-2:

Evaluate technology implementation in all areas, based on trouble ticket and usage tracking.

WJCC should track and analyze technology usage by department or school site, grade level, and subject area in order to ensure it has used its technology funds wisely, to identify areas needing additional technology, and to determine whether additional support, such as training or further infrastructure, is needed for full technology implementation.

FISCAL IMPACT

The overall evaluation of technology implementation can be accomplished with existing resources. The division has already begun the process of implementing some form of trouble ticket tracking. Once that system is fully implemented, the division can thoroughly evaluate technology implementation based on resource usage and equipment outages .

9.2   *Organization and Staffing*

Ideally, technology is one area of a school division that supports all administrative and instructional personnel in a positive manner. Organizing technology resources to effectively achieve this outcome can be challenging.

The ISTE Technology Support Index identifies integrated divisions as having an organization structure where the technical support functions and instructional technology functions report differently, but each unit is cohesively organized and there is communication between units. Higher-functioning school divisions, those functioning at an exemplary level, instead have an organizational structure where all of the technology functions report through the same unit in the organization, providing for a logical chain of command and communication structures.

FINDING

WJCC has divided responsibility and accountability for successful technology administrative and instructional implementation across several departments, with a myriad of dotted-line reporting relationships.

As noted previously in the finding leading to Recommendation 9-1 and also as noted in Chapter 2, Division Administration, the division has shown a lack of unified support for all the technology components necessary to support a highly efficient and effective organization. In particular, numerous administrative technology functions have either been incompletely implemented, or implemented without consideration of the larger organizational picture. In instructional technology, the division has spent large sums of money on technology, but has not yet assessed usage or evaluated its impact on student achievement.

In the current organizational structure, staff members supporting various aspects of technology report to both assistant superintendents. Several dotted line relationships exist, which while sometimes necessary, can be avoided here by reorganizing. Finally, the current organization does not provide for a separate and independent office of planning and accountability. To support effective planning and accountability, those functions must be closely linked to the technology that will support them.

RECOMMENDATION

Recommendation 9-3:

Reorganize and consolidate division technology functions into the Office of Planning, Accountability, and Technical Support.

Placing technology directly under the Superintendent's Office ensures that neither Administrative Services nor Academic Services Departments dominate the establishment of developing technology support. Further details on the implementation of this recommendation are provided in Chapter 2.0 of this report.

The implementation of this recommendation should begin with the 2005-06 school year and be completed no later than July 2006.

FISCAL IMPACT

The fiscal impact of this recommendation is included in Chapter 2.0 of this report.

FINDING

The division employs a computer teacher at every campus, who primarily provides direct instruction to students. However, the Virginia SOQ requires that divisions begin to employ technology teachers who focus primarily on technology integration and provide direct instruction to teachers.

Exhibit 9-5 compares the WJCC's ratio of technology instructors per 1,000 students to those of its peers. As the exhibit shows, WJCC has the second highest ratio, at 1.87 technology instructors per 1,000 students, of all the comparison divisions. This is nearly triple the peer average of 0.67 per 1,000 and more than double the state average of 0.75 instructors per 1,000 students.

EXHIBIT 9-5
INSTRUCTIONAL STAFFING LEVELS PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2002-03 SCHOOL YEAR

SCHOOL DIVISION	TOTAL TEACHERS	GUIDANCE & LIBRARIANS	TECHNOLOGY INSTRUCTORS	TOTAL INSTRUCTIONAL
Williamsburg-James City County	**77.73**	**4.22**	**1.87**	**105.86**
Albemarle County	79.74	5.46	1.54	103.99
Alexandria City	96.75	5.05	1.93	157.68
Charlottesville City	94.81	5.90	0.00	131.28
Falls Church City	89.09	6.02	1.35	130.43
Fauquier County	79.12	4.47	0.00	104.99
Fredericksburg City	129.87	6.49	0.00	182.63
Hanover County	75.60	4.28	0.00	96.09
Harrisonburg City	87.70	4.61	0.87	123.31
Manassas City	74.75	3.95	0.46	93.10
Montgomery County	81.82	5.62	0.44	113.98
Roanoke County	75.65	5.73	0.35	101.43
Winchester City	83.58	5.68	1.14	121.94
PEER SCHOOL DIVISION AVERAGE	**87.37**	**5.27**	**0.67**	**121.74**
STATE AVERAGE	**74.88**	**4.74**	**0.75**	**100.46**

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

The Virginia Standards of Quality (SOQ) Technology Staffing Standards for the 2004-2006 Biennium implemented policy changes recommended by the Virginia Board of Education. One of the provisions of the SOQ is that, by July 1, 2006, divisions must have one instructional technology FTE position per 1,000 students. From the Virginia Superintendent's memo #1 (January 14, 2005), these teacher positions "are intended to serve as resources to classroom teachers, but are not intended to serve as classroom teachers."

In the MGT focus group with technology teachers, teachers stated that it is often difficult to align what is taught in the computer lab with what is being taught in the classroom at the time. Some WJCC schools provide computer lab instruction on a rotation schedule and students may not rotate through in coordination with classroom instructional plans.

For example, MGT observed students in the one elementary computer lab completing a computer-based lesson on U.S. geography. However, given the rotation schedule into the lab, students may not currently be working on U.S. geography in their regular classroom.

In some schools, classroom teachers remain with students in the computer labs and they co-teach with the technology teacher. In others, classroom teachers drop students at the door of the computer lab and do not become involved in the technology activities. In addition, given the current scheduling of technology teachers and classroom teachers, there is often not a common planning period when technology teachers could provide teacher training.

Some technology teachers are already providing technology instruction to teachers. On an anonymous MGT e-mail survey, six technology teachers indicated that they spend an average of 2.67 hours per week in a normal workweek providing instruction to teachers, as well as an average of 3.67 per week providing technical assistance of various forms to teachers. In some schools, some forms of teacher training are required by the principal; in others, such training is voluntary.

MGT confirmed with the Virginia Department of Education that it is permissible to develop a strategy for the current technology teachers and transition them into providing solely instructional support for technology integration to teachers. For example, in 2005-06, the division could begin to divide the time of technology teachers between direct student and teacher instruction and still meet the SOQ requirements.

RECOMMENDATION

Recommendation 9-4:

Realign the responsibilities of current computer teachers to include instructing fellow teachers in technology integration.

Many of the WJCC computer teachers are providing staff development opportunities for teachers. Formalizing and coordinating these efforts would allow the division to meet the intent and letter of the Virginia SOQ with no staffing additions.

The Assistant Superintendent for Academic Services has discussed this with principals during the budget process. The Assistant Superintendent should continue to work with the schools to develop a transition plan for the technology teachers. MGT recognizes that shifting their focus from direct student instruction to teacher training will likely require changes in school schedules, as well as computer lab usage patterns.

This recommendation should be implemented July 2006.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Implementing this recommendation should ultimately result in less expense to the district than adding additional teachers to provide only direct technology integration instruction to teachers.

FINDING

At the school level, the division has assigned one technical support specialist per campus, regardless of the number of students, teachers, or technology devices or the complexity of the technology environment supported. Most of these technicians occupy 11-month positions.

All of the technicians who support the elementary and middle schools are classified as Technical Support Specialists in 11-month positions. Both of the technicians assigned to the high schools are classified as Computer Repair Technician IIs, which are 12-month positions. The division has not assigned technicians based on a staffing formula, but rather on a one per school basis.

In an MGT e-mail survey, all 12 technicians were asked to breakdown how they spend their time. Exhibit 9-6 shows their responses. Elementary and middle school technicians spend the largest portion of their time performing computer repairs, followed by teacher staff development activities. In contrast, high school technicians spend nearly half of their time divided between computer repair and teacher laptop support, with only a small percentage of time on teacher staff development. Only one technician reported being asked to perform duties outside of technical support.

EXHIBIT 9-6
TECHNICAL SUPPORT SPECIALIST TIME SPENT BY TASK

TYPE OF SUPPORT	SELF-REPORTED PERCENT OF TIME SPENT ON SUPPORT TASKS		
	ELEMENTARY	MIDDLE	HIGH
All aspects of computer repair	40%	40%	25%
Teacher staff development	27%	22%	7%
Internet access and e-mail support	14%	10%	12%
Telephone, voicemail, and intercom support	6%	3%	12%
Media retrieval	6%	1%	6%
Teacher laptop support	0%	18%	25%
Other	7%	5%	12%

Source: MGT e-mail survey conducted February 2005.

Exhibit 9-7 shows the current levels of technology deployed at the WJCC school campuses. As the exhibit shows, computers to technician ratios range from 169:1 to 561:1. The division average is 271 computers per technician, not including any support on-site technicians receive from the lead technician or other technical personnel in the central office.

EXHIBIT 9-7
COMPUTER TECHNOLOGY DEPLOYED AT WJCC SCHOOL CAMPUSES
AS OF MARCH 2005

CAMPUS	NUMBER OF STUDENTS	NUMBER OF CLASSROOM COMPUTERS	NUMBER OF COMPUTERS IN LABS OR ON COMPUTER CARTS	NUMBER OF COMPUTERS IN MEDIA CENTERS, BUSINESS LABS, AND TEACHER OFFICES	NUMBER OF ADMINISTRATIVE COMPUTERS	TOTAL COMPUTERS	RATIO OF STUDENTS : INSTRUCTIONAL COMPUTER
Clara Byrd Baker ES	772	183	30	21	10	244	3.3
D.J. Montague ES	738	182	29	15	15	241	3.3
James River ES	434	114	29	17	9	169	2.7
Matthew Whaley ES	534	135	28	15	13	191	3.0
Norge ES	644	91	66	41	7	205	3.3
Rawls Byrd ES	466	112	42	15	25	194	2.8
Stonehouse ES	582	86	30	83	15	214	2.9
TOTAL ELEMENTARY	**4170**	**903**	**254**	**207**	**94**	**1458**	**3.1**
Berkeley MS	851	210	20	30	11	271	3.3
James Blair MS	583	32	105	15	70	222	3.8
Toano MS	811	105	102	30	77	314	3.4
TOTAL MIDDLE	**2245**	**347**	**227**	**75**	**158**	**807**	**3.5**
Jamestown HS	1451	133	92	211	74	510	3.3
Lafayette HS	1536	10	94	356	21	481	3.3
TOTAL HIGH	**2987**	**143**	**186**	**567**	**95**	**991**	**3.3**
TOTAL SCHOOLS	**9402**	**1393**	**667**	**849**	**347**	**3256**	**3.2**

Source: Created by MGT, 2005.

The Virginia SOQ Technology Staffing Standards require that WJCC employ one full-time equivalent support technology person per 1,000 students by July 1, 2005. Given the current responsibilities of the on-site technicians, the division already meets this standard, with 12 school-based technicians and one lead technician supporting the central offices.

The ISTE Technology Support Index includes a rubric for determining staffing needs for information technology technicians. Exhibit 9-8 shows the ISTE Index for two areas in staffing. Based on its current staffing ratio of 271 school computers per on-site technician, WJCC falls into the "emergent" category. It also falls into the "emergent" category based on its lack of staffing formulas for computer technicians.

EXHIBIT 9-8
ISTE TECHNOLOGY SUPPORT INDEX

INDEX AREA	SCHOOL DIVISION STAGE OF TECHNOLOGY DEVELOPMENT			
	EMERGENT	**ISLANDS**	**INTEGRATED**	**EXEMPLARY**
Technician Staffing to Computer Ratio (# of computers : technician)	250:1	150:1 to 250:1	75:1 to 150:1	Less than 75:1
Formula-Driven Technology Staffing (e.g., W computers + X network drops + Y applications divided by Z = # of required technicians)	Staffing formulas aren't used or considered.	Formulas for staffing are considered but are limited in scope and aren't used to drive staffing.	Comprehensive formulas have been developed, considering multiple dimensions of the environment, but are only used as a guide and don't drive staffing.	Comprehensive formulas have been developed and drive staffing as a normal part of operations. Formulas include multiple dimensions of the environment.

Source: www.iste.org, March 2005.

Except for the two high school technicians, all of the technicians are in 11-month positions. In response to the open-ended question, "Do you have any specific concerns or issues in successfully completing your job responsibilities?" asked on the MGT e-mail survey, six of the 10 technicians supporting elementary or middle schools specifically mentioned that they do not have sufficient time to complete all of their assigned tasks. Moreover, during the focus group with six on-site technicians, the lack of large blocks of uninterrupted time to complete certain tasks was raised as a significant concern. The technicians gave several examples of starting processes such as software or hardware upgrades or preventive maintenance only to be interrupted by urgent classroom trouble-shooting and then having to retrace or duplicate previous work. Several focus group participants also said that they start working before their school opens in order to have time for important support tasks and to be able to support classroom computers without disrupting student learning.

Adequate, on-site, and readily available technical support for all of the division's technology will ultimately support better integrated instruction in the classroom. Teachers are more likely to use technology in the classroom if they know they can get immediate support if something goes wrong.

RECOMMENDATION

Recommendation 9-5:

Reclassify all technical support specialists to year-round positions and develop a technical staffing formula based on the number and complexity of devices supported.

With the additional month of employment during the summer, the technical support specialists can focus on preventive maintenance, classroom computer upgrades, installing and testing new equipment before teachers need to use it, readying technology to support new instructional initiatives, and personal staff development.

WJCC should adopt a formula-driven technology staffing formula that considers the number of users and devices supported and the complexity of the technology environment. The Technology Director should research and develop recommendations for the staffing formula based on current best practices and division benchmarks. He should provide these recommendations to the Superintendent and School Board for review and formal adoption, with a goal of beginning to staff according to the adopted policy in 2006-07.

FISCAL IMPACT

The 10 Technical Support Specialists are currently paid an average of $24,056 for 11 months of employment. Increasing the positions to full-year at the same monthly rate would cost an approximate additional $22,000 per year ($24,056 / 11 months = $2,187 per month x 1 additional month x 10 specialists = $21,869 per year).

The exact fiscal impact of adopting a technology staffing formula would depend upon the specific formula selected. However, MGT anticipates that any staffing formula adopted would increase the number of technology specialists by at least five, beginning with the 2006-07 year. Assuming an average salary of $26,200 (as detailed in the preceding paragraph) plus 30 percent for benefits, the division will spend approximately $170,000 per year ($26,200 x 1.30 x 5 new positions = $170,300).

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Technical Support Specialist Positions to 12 Months	($22,000)	($22,000)	($22,000)	($22,000)	($22,000)
Adopt a Technology Staffing Formula	$0	($170,000)	($170,000)	($170,000)	($170,000)
Total Cost	**($22,000)**	**($192,000)**	**($192,000)**	**($192,000)**	**($192,000)**

FINDING

Currently, all of the on-site technicians are based in the schools and report to the individual school principals, rather than the division's technology leaders. The division's Lead Network Specialist also supervises and supports them, but principals are

responsible for annual evaluations. The Lead Network Specialist is also the primary support technician for the three administration campuses.

In the focus group with on-site technicians, all expressed support for continuing some form of campus-based deployment, as they believe they give better customer service by remaining in such close contact with customers. During visits to five WJCC schools, MGT found that technicians provide a wealth of support for the learning environment that would not easily lend itself to a centralized dispatch service. In one school, the on-site technician was pulled away to answer an off-the-cuff question from a teacher. Had the technician not been on-site, the teacher would likely have not searched further for an answer. In speaking with teachers and administrators at the schools, all mentioned the positive impact of having 'their' technician so readily available.

However, on-site technicians in the focus group also noted that their principals lack the technical expertise to be able to fully evaluate them and that they have not received annual evaluations, as required by the division. MGT reviewed the personnel files of seven on-site technicians to assess the quality and frequency of their evaluations. Of the seven, four were missing evaluations for the most recent year. All of the evaluations were done on a generic form which did not address technical aspects of the job.

The on-site technicians also stated that the opportunities for internal training are limited, partly as a result of their current reporting relationship. All focus group participants agreed that the regular monthly division meetings of technical personnel are invaluable, but that additional internal staff development would improve their job performance, as would better continuing education programs to assist them in obtaining relevant technical certifications.

Technical administrators at the central office expressed concern that the on-site technicians are asked to perform non-technical functions at the discretion of the principal. However, on the MGT survey of the on-site technicians, only one of the 12 mentioned regularly performing a non-technical duty. This specialist, located at an elementary school, performs bus duty for 0.5 hours per week. In fact, the survey revealed that on-site technicians are performing a richer variety of support activities than might be accomplished through a central dispatch service. They are directly providing teacher staff development, providing database support, and assisting front office staff with Star_Student issues in addition to completing more common computer repairs.

Four peer divisions responded to MGT's data request on this issue. All of them staffed technical specialists at the school sites, rather than deploying them centrally.

RECOMMENDATION

Recommendation 9-6:

Retain site-based technician deployment, but provide supervision, evaluation, and support of technicians through the proposed new Office of Technology.

The Technology Director is most qualified to supervise and evaluate the work of the on-site technicians; however, the current assignment of technicians to specific schools is working well. Technicians are able to provide a level of support that might not be possible with a more centralized, dispatch approach. Nonetheless, the performance of

the technicians would be enhanced by providing them with centralized support, training, and evaluation. In times of great need for a particular school, the Director could coordinate additional support as well, which is currently not possible. The site-based technicians should report to the Technology Director for support, training, and evaluation purposes, but should still be assigned to specific schools to provide a high level of quality service.

This recommendation should be implemented by August 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.3   *Infrastructure and Web Development*

Infrastructure is the underlying system of cabling, phone lines, hubs, switches, and routers that connects the various parts of a computer network. 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.

FINDING

The division has developed a robust Web site that provides a wealth of information to the public. The WJCC Web Site is maintained by one Web Developer. He is the primary contact for the site and is responsible for uploading current and modified Web pages to the WJCC server. When requested, he also provides assistance and even design and maintenance services to WJCC schools for their Web sites.

The WJCC Web site contains comprehensive information on almost all aspects of the division. The site includes:

- Board Agendas
- Board Minutes
- Budget documentation, including related slide shows
- Academic calendars
- Links to school Web sites within WJCC
- Employment applications
- Daily news updates on happenings in the division's schools
- Divisionwide reports, including the Annual Report

While many school divisions now include such information on the Web sites, the WJCC site is extremely well-organized, attractive, easy to navigate, and includes a depth of information rare for division Web sites. Moreover, it is updated daily with new content, the latest news, and new photos.

The division does not track the performance of its Web site as an external communications tool. However, based on information available through the Nedstat service that is attached to the Web site, MGT determined that the Web site is viewed at all hours of the days, every day of the week. The majority (97 percent) of those accessing the Web Site is doing so from the United States, but it is being accessed internationally as well. Based on the access methods, it is unlikely that much more than half of the users from the United States are within the boundaries of the WJCC school division.

Since August 2002, the Web site has had nearly 500,000 pages viewed. In March 2005, the number of page views per day ranged from a low 360 to 1,790. Division staff provided additional data showing that the average number of daily hits on the Web site has grown from 400 to 500 in 2003 to between 1,100 and 1,600 this year.

COMMENDATION

Williamsburg-James City County Public Schools is commended for its robust Web site, which provides an attractive, easy-to-use communications tool with the community at large.

FINDING

The division has developed an e-mail alert service to which parents can subscribe, providing another means of communications.

Introduced in Fall 2004, WJCC now offers interested community members to subscribe to an automated e-mail service. On the home page of the WJCC Web site, parents or community members can select "e-Connect" to subscribe to the alert service. Users enter their e-mail address and an e-mail format preference (HTML or text only) and then select as many areas of the alert service which interests them:

- school division information;
- information on a specific WJCC school;
- all elementary schools;
- all middle schools;
- all high schools;
- emergency closing; and
- WJCC School Board meetings.

Users may opt in or out of the service at any time. As of February 2005, 792 users have signed up to receive this service and the division has used the alert system 30 times.

WJCC pays just $49.95 per year for this service, run by godaddy.com.

COMMENDATION

Williamsburg-James City County Public Schools is commended for developing another innovative communication means as part of its overall communications strategy.

FINDING

WJCC does not have an Intranet. As a result, some items typically reserved for internal distribution are publicly available on the WJCC Web site.

The current Web site includes forms necessary to the internal functions of the division, including W-4 forms, direct deposit authorizations, and travel reimbursement requests, performance appraisal forms, budget transfer requests, among many others. While it should always be a goal to reduce paper-based systems to faster electronic systems, one of the primary purposes of a public Web site is communication with the larger community outside the school division. Including essentially internal documents, although they are public information, only serves to detract from the ease-of-use by outside community members.

In interviews, the Director of Technology expressed concern that an Intranet will require a level of additional security, so that users accessing it from home will not unknowingly introduce viruses.   It is possible that the division will also need a policy to make clear that staff is not necessarily entitled to pay for time spent accessing the Intranet from home.

An Intranet is generally accessible only by the organization's members, employees, or others with authorization. An Intranet's Web sites look and act just like any other Web sites, but the firewall surrounding an Intranet fends off unauthorized access.

Secure Intranets are now the fastest-growing segment of the Internet because they are much less expensive to build and manage than private networks based on proprietary protocols. Effective Intranets typically contain common forms and information related to human resources, purchasing, and general division policies. An Intranet could also include a division's knowledge base in both technology and instructional areas, video content for internal training, and on-line resources for classroom teachers. Some of the most progressive Intranets include a regular message from the Superintendent as the first means of division communication.

RECOMMENDATION

Recommendation 9-7:

Develop an Intranet for Williamsburg-James City County Public Schools as funding becomes available.

A public Web site and an Intranet serve different purposes and different audiences, so the division should pursue an Intranet in addition to its current Web site, as funding becomes available. While it is not imperative that the division develop a separate Intranet presence, dividing its Web sites into a public presence and Intranet presence would improve communications with both external and internal stakeholders. The new Executive Director of the recommended Office of Planning, Accountability, and Technical Support could direct the initial development of the Intranet and should create a framework that eventually all departments will be able to provide information to the Intranet pertinent to their operations. The current WJCC Web Developer should have primary responsibility for supporting the content of the Intranet. The Superintendent

should support this effort by encouraging the development of more paperless processes, which may require the re-engineering of some existing processes.

The Intranet should be available for use by July 2006, although its development will likely be continuous after that as new information is added and old information is either deleted or updated.

FISCAL IMPACT

The cost of implementing an Intranet will be minimal, as the division already has the staff available to develop and maintain it. There will be some costs for server licenses and developing secure methods for allowing access from home computers. In return, the division should be able to greatly reduce paper distribution, as well as increase efficiency and effectiveness. As an estimate, MGT has allocated $10,000 per year for three years for the complete Intranet development.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Develop an Intranet	($10,000)	($10,000)	($10,000)	$0	$0

9.4   *Software and Hardware*

School divisions must select and employ software and hardware to meet both instructional and administrative objectives. While computers in the classroom are primarily an instructional resource, they serve an administrative function as well. Moreover, adequate administrative technology must be present to support schools in meeting instructional goals. One of the primary tenets of *No Child Left Behind* is that school divisions will make data-driven decisions. The data to make those decisions can only come from sufficient administrative software and hardware.

In software, one of the most important aspects of the technology revolution is the advent of e-mail. E-mail allows division personnel to communicate quickly with another individual, or with the entire division. Central office administrators can use e-mail to communicate important news across the division. Principals can use e-mail to communicate with their entire school in an instant. Teachers can use e-mail to share information with other teachers across the building, across the division, or across the world.

In hardware, costs have been declining over the past decade, due to greater mass production of computers and peripherals. While the price of hardware is generally declining, the cost of software is increasing. This increase in cost 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 difficulty is particularly true of an educational system because the types of software used are more diverse than those found in most other organizations.

FINDING

The division does not have formalized software review and adoption processes for either its instructional or administrative software. As a result, some software has been adopted by individual schools or departments without the knowledge of the Technology Department and not all systems interoperate.

WJCC has implemented the Star_Base Suite as its primary student information system. Star_Base includes five modules:

- Star_Student – includes functionality for student contact information, attendance, class schedule, special education needs, discipline referrals, data aggregation and disaggregation, and state reporting.

- Star_Portal – provides access to Star_Student application via the internet and can be customized to allow access for parents, teachers, administrators, staff, and students.

- Star_Mobile – provides hand-held computer, two-way access to the Star_Student application.

- Star_Finance – is a Web-based, division-level financial and human resource management system.

- Star_Insight – provided data mining capabilities of the Star_Student database.

Currently, WJCC has only purchased the Star_Student module and does not have any plans to purchase other modules, as there have been concerns about the cost and about receiving adequate customer service. Instead of Star_Finance, the division has implemented IFAS from BiTech Sungard for its financial management. Instead of Star_Portal, the division has implemented a competing product, EdLine. WJCC discussed using Star_Mobile, but abandoned it over security concerns and the costs of PDAs.

At the elementary schools, Star_Student is only used for attendance, but only the front office workers enter the attendance into the system—teachers provide paper checklists of who is absent or tardy. Elementary teachers prepare handwritten report cards. Some division documents identify a transition to more automated elementary grading in the near future, but this has not yet been implemented.

At the middle and high schools, Star_Student is also used for attendance, but another product, GradeQuick, is used for grading. With the current implementation of GradeQuick, teachers must manually bubble in Scantron sheets with grades and give them to guidance counselors. Guidance counselors then spend a half day feeding the sheets into the scanner.

In educational software, some of the schools still have Macintosh computers on-site. Although there is no official support for them, on-site technical support specialists try to provide services where they can. In some cases, the software in use on the Macintosh is more than a decade old.

WJCC schools can authorize the purchase of software for one or two computers without any type of division approval process. Such a situation leads to numerous small batches of specialized software spread throughout a school. The on-site technical support specialists are then expected to support these programs, even though they do not, in many situations, have the proper resources or the software is not compatible with the school's infrastructure.

WJCC has developed and successfully implemented a curriculum review and textbook adoption process. This process, overseen by the Curriculum and Instruction Advisory Council (CIAC), keeps the division close to the state adoption cycle, encourages input from representatives of all schools, allows for purchase of all new materials related to an adoption and is systematic in its approach, following created a seven-year timetable. This process includes some consideration for technology. CIAC has a standardized form to consider the budget implications of textbooks being considered which includes details about staffing, textbooks, computer hardware equipment/access, software and training, network/support requirements and other materials. However, this effort is not tied to the larger technology planning and development in the division.

The selection of enterprise software, whether it is for the financial management or student information management of a division, should be driven by all stakeholders involved and ultimately approved by the division's leadership. While no one software solution will meet all the needs of a particular division, care should be taken in the initial selection so that a school division does not fall into the trap of selecting a system that fails to meet most of its needs, necessitating additional purchases of other packages that must then be patched into the first system. Once the primary enterprise solutions are successfully deployed, the division must view all future purchases through the lens of how well the new software will work with the established base.

RECOMMENDATION

Recommendation 9-8:

Adopt an administrative and instructional software selection process similar to the CIAC process for instructional software, and ensure input from central office technology staff.

A standing technology committee should work with CIAC to develop a joint administrative and instructional software selection process. This process should review the educational or administrative value of the software being considered, the budget implications, its fit in the overall division technology plan, and the level of support necessary to assure successful implementation. One of the first goals of this process should be to develop a list of approved software across a variety of instructional areas that WJCC has found to be instructionally sound, tied to the VA SOL, and compatible with the current technology infrastructure.

This recommendation should be implemented no later than July 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources. Once the division has adopted a formal software selection and adoption process, it should realize greater

effectiveness in its instructional technology. In addition, technical support staff should no longer have to support software incompatible with the WJCC infrastructure, freeing time to support other areas.

FINDING

WJCC schools have different procedures for handling and inputting student attendance data. Some of these procedures are paper-intensive.

MGT reviewed the student attendance process at one high school in depth. At this school, teachers receive a pre-printed scannable sheet listing all the students for the first class period of the day. Teachers bubble in whether each student is absent or tardy only and then hang the sheet on a hook outside their doors. Student runners gather all the sheets and deliver them to the attendance office. There, the two attendance workers run the sheets through the scanner and then print out a list of suspected absences with phone numbers for follow-up. As a last verification process, the attendance workers send a list of absent students to all teachers each day.

For the remaining three periods of the day, these high school attendance workers distribute a pink half-sheet of paper on which the teachers record only those students who are not in class. Teachers place this note outside their doors and student runners gather and deliver them to the attendance office as before. The attendance workers check this list with the list of those absent first period to identify potential class cutters. They then cross-check this list with nurses and guidance counselors before finalizing the list of suspected class cutters. This list is given to school administrators on a daily basis for follow-up. Although the school could not provide statistics on class cutting, staff there believes this process has significantly reduced the number of students who attend the first period in order to be marked as present but then skip other classes during the day.

Staff at this high school has discussed their process with staff in the other high school. However, the other high school currently only tracks first period attendance. This leaves open the possibility for greater class skipping at one high school versus the other.

At one middle school, the attendance process is entirely paper-based. Front office staff provides teachers with daily bubble sheets to complete, noting absences and tardies for each student. The bubble sheets are returned to the front office, where a front office worker inputs all the attendance data into Star_Student. This middle school has access to scanner located in the guidance office, but is not using it for attendance.

Elementary schools complete attendance in the same manner as this middle school because they do not currently have scanners.

A number of options exist for more effectively automating student attendance. Although division staff has noted a number of problems with technical support for Star_Student, this application does the potential for an entirely Web-based attendance process. Teachers could access a class roster for each period and update it using their laptops in just a few minutes. This information could be immediately accessible by front office staff, who could then complete any necessary follow-ups for absent or tardy students.

RECOMMENDATION

Recommendation 9-9:

Require schools to adopt consistent student attendance procedures.

WJCC schools should all use a consistent, technologically-based approach that minimizes data entry and supports enforcement of student attendance. In the next three years, the division should develop a student attendance function that seamlessly integrates teacher input into an Intranet application and automatic population of the appropriate fields in the division's student information system.

This recommendation should be completed in all schools by the end of the 2007-08 school year.

FISCAL IMPACT

An exact fiscal impact for this recommendation cannot be calculated as it depends heavily on the system chosen. It is likely that implementing a more automated system will result in less teacher and school staff time spent on paper-based attendance processes. These persons can then use this time for other more productive tasks.

9.5   *Staff Development*

Training in the use of technology is the most critical factor in determining whether that technology is used effectively or even used at all. Administrative and instructional staff must be able to use effectively the technology available to them. Training must be ongoing; the technology environment is continuously evolving, and divisions must keep pace with the evolution.

The *No Child Left Behind* legislation requires that school divisions spend 25 percent of the funds received under Educational Technology State Grants on professional development focused on integrating technology into instruction. The ISTE Technology Support Index identifies exemplary divisions as having these staff development practices:

■ A comprehensive staff development program is in place that impacts all staff. The program is progressive in nature and balances incentive, accountability, and diverse learning opportunities.

■ Online training opportunities are provided for staff both on-site and remotely, and represents a diversity of skill sets.

■ Expectations for all staff are clearly articulated and are broad in scope. Performance expectations are built into work functions and are part of the organizational culture.

■ Technical staff receives ample training as a normal part of their employment, including training towards certification.

■ Basic troubleshooting is built into the professional development program, and is used as a first line of defense in conjunction with technical support.

FINDING

Throughout the division, MGT found examples of outstanding uses of technology in the classroom, supported by highly skilled teachers.

In on-site reviews of five WJCC schools, MGT found examples of outstanding use of technology by some teachers. They included:

■ laptop carts with wireless connectivity were checked out for classroom use (Technical specialists indicated that the laptop carts are nearly always checked out by teachers in the high schools and middle schools);

■ technology teachers using the SmartBoards to provide U.S. geography lessons; and

■ video streaming of short clips to support class discussion of World War II.

In e-mail surveys with media specialists and technology teachers, MGT asked staff to name the technologies used most often by the most technologically literate teachers. The technologies the 15 respondents are shown in Exhibit 9-9 (respondents were allowed to give up to three responses, so the total does not add to 100 percent). As the exhibit shows, the division's most literate teachers are successfully integrating a variety of technologies into instruction.

EXHIBIT 9-9
MGT SURVEY OF MEDIA SPECIALISTS AND TECHNOLOGY TEACHERS
TECHNOLOGY RESOURCES USED
FEBRUARY 2005

TECHNOLOGY RESOURCES	PERCENT OF RESPONDENTS LISTING THE TECHNOLOGY
Internet	44%
LCD projector	38%
PowerPoint	38%
Word	25%
E-mail	19%
Streaming Video	19%
Classroom Computers	13%
Digital Camera	13%
Publisher	13%
Multimedia Tools	6%
Smartboard	6%
Spreadsheets	6%

Source: MGT e-mail Survey of WJCC Media Specialists and Technology Teachers, February 2005.

In 2003-04, one of WJCC's teachers was named the Virginia Technology Education Associations' Tidewater Regional Teacher of the Year. A 23-year veteran and graduate of the school division, the teacher was lauded for his work in Computer Aided Design (CAD) instruction.

COMMENDATION

Williamsburg-James City County is commended for developing teachers with state-of-the-art technology skills.

FINDING

Although WJCC teachers are meeting the required Technology Standards for Instructional Personnel (TSIP), the integration of technology into classroom learning is uneven in the division. Teachers need ongoing training and support to continue improving in this area.

As outlined in its *Instructional Technology Plan, 2004-2010*, the division requires teachers to participate in a minimum of 12 points of technology training per year. School principals are responsible for tracking these points, as well as for evaluating successful technology integration in the classroom through observation. For the 2005-06, a draft implementation plan has been developed by the division, while the division awaits final approval of the full plan. Once approved, the division will need to provide schools with guidance for identifying training points and for tracking them. Staff in the central office will likely need to develop and maintain a database of these technology training completion points and provide assistance in assessing the quality of training among the schools and evaluating the types of training completed to direct further division training efforts.

In the MGT focus group with technology teachers and media specialists, participants stated that, while WJCC schools have a great deal of technology and teachers generally know how to use it, teachers are not yet generally at the point of integrating technology resources into the curriculum. They said that the prevailing attitude of many teachers is still that technology is an 'extra,' and therefore a burden. This sentiment was supported in individual interviews with other division technical support personnel as well, who also indicated that part of the problem is a lack of basic technical training for teachers, compounded by a general teacher fear of admitting that they do not know something.

With the current deployment of the technology teachers, technology teachers have limited time to interact with classroom teachers in organized staff development sessions. One technology teacher characterized the situation as "locking the experts in a room," teaching students directly, rather than teaching the teachers to use technology in their own classrooms. The situation at the high schools is better. There, the technology teacher and the classroom teacher co-teach subjects in the computer laboratory. However, at the elementary and middle schools, technology teachers noted that more than a few classroom teachers drop their students off at the lab and leave, in some cases, because the computer lab time for students is the teacher's planning time. In other cases, they leave because the teacher has no interest in developing technology skills.

At its Center for Educational Opportunities (CEO), the division has the technology for distance learning programs. However, several central office staff members noted that the usage of this technology varies greatly from year to year and they surmise that this is related to staff turnover and staff familiarity with the equipment. When teachers at the CEO are comfortable with distance learning, the equipment is used; when they are not, the equipment is not used.

Some of the technology teachers offer staff development opportunities, but it is up to the individual principal as to whether these sessions are mandatory or voluntary. They also noted that the staff development offered in technology at the beginning of the school year is mostly voluntary in nature.

In order for technology to be seamlessly integrated into the classroom instruction, teachers must attend ongoing training. The division must expect and require teachers to use technology effectively in the classroom.

RECOMMENDATION

Recommendation 9-10:

Require teachers to attend ongoing technology training and track training centrally.

WJCC should develop or purchase software that will allow it to track the technology training each teacher attends. This software should also allow the division to track its annual spending on technology-related training. If possible, the method selected for tracking technology training should be tied to the larger effort of electronically tracking all teacher training. Principals should review the training sessions attended by their teachers and identify any school-wide technology training needs, in addition to documenting annual evaluations of technology integration in the classroom.

On an annual basis, the proposed Office of Planning, Accountability, and Technical Support should review the types of training teachers selected and arrange for offerings in needed areas.

FISCAL IMPACT

This recommendation can be implemented with minimal resources. Some possible methods of implementation would require no additional costs. MGT has estimated a one-time cost of $15,000 for the purchase of software and associated training, should the division pursue this method.

Recommendation	2005-06	2006-07	2007-08	2008-09	2009-10
Track Teacher Technology Training Centrally	($15,000)	$0	$0	$0	$0

10.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

10.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and first-hand observations in Williamsburg-James City County Public Schools, the MGT team developed over 80 recommendations in this report. Twenty-one (21) recommendations have fiscal implications. It is important to keep in mind that the identified savings and costs are incremental and cumulative.

As shown below in Exhibit 10-1, full implementation of the recommendations in this report would generate a gross savings of over $1.8 million over five years, with a net cost of over $1.4 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 2004-05 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 COSTS AND SAVINGS

CATEGORY	YEARS					TOTAL FIVE-YEAR (COSTS) OR SAVINGS	ONE-TIME (COSTS)
	2005-06	2006-07	2007-08	2008-09	2009-10		
TOTAL SAVINGS	$136,396	$402,196	$412,996	$423,796	$436,196	$1,811,580	
TOTAL (COSTS)	($247,560)	($643,278)	($643,458)	($627,478)	($629,258)	($2,791,032)	($443,500)*
TOTAL NET (COSTS)	($111,164)	($241,082)	($230,462)	($203,682)	($193,062)	($979,452)	
TOTAL FIVE-YEAR NET (COSTS) PLUS ONE-TIME (COSTS)						($1,422,952)	

*This is a one-time cost that needs to be implemented in the 2005-06 school year.

Exhibit 10-2 provides a chapter by chapter summary for all costs and savings.

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 the Williamsburg-James City County Public Schools are contained in Chapters 2 through 9.

Implementation suggestions and fiscal impacts follow each recommendation in this report. Some recommendations should be implemented immediately, some over the next year or two, and others over several years.

MGT recommends that Williamsburg-James City County Public Schools give each of these recommendations serious consideration, develop a plan to proceed with implementation, and a system to monitor subsequent progress.

EXHIBIT 10-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL (COSTS) AND SAVINGS

CHAPTER REFERENCE		ANNUAL (COSTS) OR SAVINGS/REVENUE					TOTAL FIVE YEAR (COSTS) OR SAVINGS	ONE-TIME (COSTS) OR SAVINGS
		2005-06	2006-07	2007-08	2008-09	2009-010		
CHAPTER 2: DIVISION ADMINISTRATION								
2-1	Subscribe to the VSBA Policy Service (p. 2-4)	($2,800)	($2,800)	($2,800)	($2,800)	($2,800)	($14,000)	
2-3	Reorganize Central Office (p. 2-18)	($81,365)	($162,730)	($162,730)	($162,730)	($162,730)	($732,285)	
2-6	Implement Organizational Climate Survey (p. 2-25)	($3,080)	$0	($3,080)	$0	($3,080)	($9,240)	
2-10	Create Clerical Support Position (p. 2-32)	($29,148)	($29,148)	($29,148)	($29,148)	($29,148)	($145,740)	
CHAPTER 2 SUBTOTAL (COSTS)/SAVINGS		**($116,393)**	**($194,678)**	**($197,758)**	**($194,678)**	**($197,758)**	**($901,265)**	**$0**
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-10	Contract Local Law Enforcement for Fingerprinting (p. 3-19)	($1,500)	($1,500)	($1,500)	($1,500)	($1,500)	($7,500)	
CHAPTER 3 SUBTOTAL (COSTS)/SAVINGS		**($1,500)**	**($1,500)**	**($1,500)**	**($1,500)**	**($1,500)**	**($7,500)**	**$0**
CHAPTER 4: FINANCIAL MANAGEMENT								
4-4	Use County Equipment for Payroll (p. 4-15)	$787	$787	$787	$787	$787	$3,935	
CHAPTER 4 SUBTOTAL (COSTS)/SAVINGS		**$787**	**$787**	**$787**	**$787**	**$787**	**$3,935**	**$0**
CHAPTER 5: PURCHASING AND WAREHOUSING								
	None							
CHAPTER 5 SUBTOTAL (COSTS)/SAVINGS		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**
CHAPTER 6: EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT								
6-14	Expand Medicaid Billing (p. 6-36)	$70,000	$70,000	$70,000	$70,000	$70,000	$350,000	
6-15	Secure State Funding for PALS (p. 6-39)	$56,785	$56,785	$56,785	$56,785	$56,785	$283,925	
CHAPTER 6 SUBTOTAL (COSTS)/SAVINGS		**$126,785**	**$126,785**	**$126,785**	**$126,785**	**$126,785**	**$633,925**	
CHAPTER 7: FACILITIES USE AND MANAGEMENT								
7-2	Complete Capital Improvements Study for Support Facilities (p. 7-10)	$0	$0	$0	$0	$0	$0	($30,000)
7-6	Hire Maintenance Helpers and Reduce Overtime (p. 7-19)	($73,667)	($207,000)	($207,000)	($207,000)	($207,000)	($901,667)	
7-7	Hire Delivery Person and Reduce Overtime (p. 7-20)	$0	($25,000)	($25,000)	($25,000)	($25,000)	($100,000)	
7-9	Install Xeriscape Landscaping, and Save Water Costs (p. 7-22)	($10,000)	($7,100)	($4,200)	($1,300)	$1,600	($21,000)	$0
7-12	Use Services of Mechanical Consulting Engineers and Reduce Energy Bills (p. 7-29)	($8,000)	$2,800	$13,600	$24,400	$35,200	$68,000	$0
7-14	Install Lighting Controls (p. 7-31)	$0	$48,000	$48,000	$48,000	$48,000	$192,000	($396,000)
CHAPTER 7 SUBTOTAL (COSTS)/SAVINGS		**($91,667)**	**($188,300)**	**($174,600)**	**($160,900)**	**($147,200)**	**($762,667)**	**($426,000)**

EXHIBIT 10-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL (COSTS) AND SAVINGS

CHAPTER REFERENCE	ANNUAL (COSTS) OR SAVINGS/REVENUE					TOTAL FIVE YEAR (COSTS) OR SAVINGS	ONE-TIME (COSTS) OR SAVINGS
	2005-06	2006-07	2007-08	2008-09	2009-010		
CHAPTER 8: TRANSPORTATION							
8-1 Hire Utility Drivers (p. 8-10)	$8,824	$8,824	$8,824	$8,824	$8,824	$44,120	
8-2 Establish the Senior Driver Positions (p. 8-11)	($6,000)	($6,000)	($6,000)	($6,000)	($6,000)	($30,000)	
8-6 Fully Utilize EDULOG System (p. 8-23)	$0	$185,000	$185,000	$185,000	$185,000	$740,000	($2,500)
8-7 Evaluate Mix of Exclusive Buses (p. 8-27)	$0	$30,000	$30,000	$30,000	$30,000	$120,000	
CHAPTER 8 SUBTOTAL (COSTS)/SAVINGS	**$2,824**	**$217,824**	**$217,824**	**$217,824**	**$217,824**	**$874,120**	**($2,500)**
CHAPTER 9: TECHNOLOGY MANAGEMENT							
9-5 Reclassify Technical Support Specialist Positions and Adopt a Technology Staffing Formula (p. 9-13)	($22,000)	($192,000)	($192,000)	($192,000)	($192,000)	($790,000)	
9-7 Develop an Intranet (p. 9-18)	($10,000)	($10,000)	($10,000)	$0	$0	($30,000)	
9-10 Track Teacher Technology Training (p. 9-25)	$0	$0	$0	$0	$0	$0	($15,000)
CHAPTER 9 SUBTOTAL (COSTS)/SAVINGS	**($32,000)**	**($202,000)**	**($202,000)**	**($192,000)**	**($192,000)**	**($820,000)**	**($15,000)**
TOTAL SAVINGS	**$136,396**	**$402,196**	**$412,996**	**$423,796**	**$436,196**	**$1,811,580**	
TOTAL (COSTS)	**($247,560)**	**($643,278)**	**($643,458)**	**($627,478)**	**($629,258)**	**($2,791,032)**	**($443,500)***
TOTAL NET COSTS	**($111,164)**	**($241,082)**	**($230,462)**	**($203,682)**	**($193,062)**	**($979,452)**	**($443,500)***
TOTAL FIVE-YEAR NET COSTS INCLUDING ONE-TIME (COSTS)						**($1,422,952)**	

*This is a one-time cost that needs to be implemented in the 2005-06 school year.

APPENDICES

APPENDIX A:

SURVEY INSTRUMENTS

EFFICIENCY REVIEW OF WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

CENTRAL OFFICE ADMINISTRATOR SURVEY

MGT of America, Inc. is on contract with the State of Virginia to conduct an Efficiency Review of Williamsburg-James City County Public Schools. No attempt will be made to identify individual central office administrators in this survey. Please mail your completed survey to MGT of America by February 4, 2005 as directed on page 7. Confidentiality will be maintained.

PART A:

DIRECTIONS: For items 1-5, please place a check (✓) on the blank line that completes the statement or answers the question. For items 6 through 7, please write in the numbers.

1. I think the overall quality of public education in Williamsburg-James City County Public Schools is:

   _____ Excellent
   _____ Good
   _____ Fair
   _____ Poor
   _____ Don't Know

2. I think the overall quality of education in Williamsburg-James City County Public Schools is:

   _____ Improving
   _____ Staying the Same
   _____ Getting Worse
   _____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Williamsburg-James City County Public Schools?

   _____ A
   _____ B
   _____ C
   _____ D
   _____ F
   _____ Don't Know

4. In general, what grade would you give the school administrators in Williamsburg-James City County Public Schools?

   _____ A
   _____ B
   _____ C
   _____ D
   _____ F
   _____ Don't Know

6a. How long have you been in your current position in Williamsburg-James City County Public Schools?

   _____ Years

5. In general, what grade would you give the central office administrators in Williamsburg-James City County Public Schools?

   _____ A
   _____ B
   _____ C
   _____ D
   _____ F
   _____ Don't Know

6b. How long have you been in a similar position in Williamsburg-James City County Public Schools?

   _____ Years

7. How long have you worked in Williamsburg-James City County Public Schools?

   _____ Years

   _____ Years

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree nor disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

STATEMENT	SA	A	N	D	SD	DK
1. The emphasis on learning in Williamsburg-James City County Public Schools has increased in recent years.						
2. Our schools are safe and secure from crime.						
3. Our schools effectively handle misbehavior problems.						
4. Our schools have sufficient space and facilities to support the instructional programs.						
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.						
6. Our schools can be described as "good places to learn."						
7. There is administrative support for controlling student behavior in our schools.						
8. Most students in our schools are motivated to learn.						
9. Lessons are organized to meet students' needs.						
10. The curriculum is broad and challenging for most students.						
11. There is little a teacher can do to overcome education problems due to a student's home life.						
12. Teachers in our schools know the material they teach.						
13. Teachers in our schools care about students' needs.						
14. Teachers expect students to do their very best.						
15. Principals and assistant principals in our schools care about students' needs.						
16. In general, parents take responsibility for their children's behavior in our schools.						
17. Parents in this school district are satisfied with the education their children are receiving.						
18. Most parents seem to know what goes on in our schools.						
19. Parents play an active role in decision-making in our schools.						
20. This community really cares about its children's education.						
21. Funds are managed wisely to support education in Williamsburg-James City County Public Schools.						
22. Sufficient student services are provided in Williamsburg-James City County Public Schools (e.g., counseling, speech therapy, health).						
23. School-based personnel play an important role in making decisions that affect schools in Williamsburg-James City County Public Schools.						
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.						
25. The food services department provides nutritious and appealing meals and snacks.						

PART C:

DIRECTIONS: **For each item, please indicate whether you feel the situation in Williamsburg-James City County Public Schools is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.**

STATEMENT	E	G	F	P	DK
1. Board of Education members' knowledge of the educational needs of students in Williamsburg-James City County Public Schools.					
2. Board of Education members' knowledge of operations in Williamsburg-James City County Public Schools.					
3. Board of Education members' work at setting or revising policies for Williamsburg-James City County Public Schools.					
4. The School District Superintendent's work as the educational leader of Williamsburg-James City County Public Schools.					
5. The School District Superintendent's work as the chief administrator (manager) of Williamsburg-James City County Public Schools.					
6. Principals' work as the instructional leaders of their schools.					
7. Principals' work as the managers of the staff and teachers.					
8. Teachers' work in meeting students' individual learning needs.					
9. Teachers' work in communicating with parents.					
10. Teachers' attitudes about their jobs.					
11. Students' ability to learn.					
12. The amount of time students spend on task learning in the classroom.					
13. Parents' efforts in helping their children to do better in school.					
14. Parents' participation in school activities and organizations.					
15. How well students' test results are explained to parents.					
16. The cleanliness and maintenance of facilities in Williamsburg-James City County Public Schools.					
17. How well relations are maintained with various groups in the community.					
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.					
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.					
20. The school district's job of providing adequate instructional technology.					
21. The school district's use of technology for administrative purposes.					

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find Williamsburg-James City County Public Schools to be an exciting, challenging place to work.						
2. The work standards and expectations in Williamsburg-James City County Public Schools are equal to or above those of most other school districts.						
3. Williamsburg-James City County Public Schools officials enforce high work standards.						
4. Most Williamsburg-James City County Public Schools teachers enforce high student learning standards.						
5. Williamsburg-James City County Public Schools teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. I feel that I have the authority to adequately perform my job responsibilities.						
9. I have adequate facilities in which to conduct my work.						
10. I have adequate equipment and computer support to conduct my work.						
11. The workloads are equitably distributed among teachers and among staff members.						
12. No one knows or cares about the amount or quality of work that I perform.						
13. Workload is evenly distributed.						
14. If there were an emergency in the schools, I would know how to respond appropriately.						
15. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: Job Satisfaction. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in Williamsburg-James City County Public Schools.						
2. I plan to continue my career in Williamsburg-James City County Public Schools.						
3. I am actively looking for a job outside of Williamsburg-James City County Public Schools.						
4. Salary levels in Williamsburg-James City County Public Schools are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of Williamsburg-James City County Public Schools team.						
7. I feel that there is no future for me in Williamsburg-James City County Public Schools.						
8. My salary level is adequate for my level of work and experience.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.						
2. Administrative decisions are made promptly and decisively.						
3. Williamsburg-James City County Public Schools administrators are easily accessible and open to input.						
4. Authority for administrative decisions is delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Williamsburg-James City County Public Schools ensures adequate input from teachers and staff on most important decisions.						
8. Williamsburg-James City County Public Schools has too many committees.						
9. Williamsburg-James City County Public Schools has too many layers of administrators.						
10. Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central office administrators are responsive to school needs.						
12. Central office administrators provide quality service to schools.						

PART G: Williamsburg-James City County Public Schools Operations. Please indicate your opinion of the operations of each of the following school district functions by placing an "X" in the appropriate column for each function.

School District Program/Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Special education						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Plant maintenance						
s. Facilities planning						
t. Transportation						
u. Custodial services						
v. Risk management						
w. Administrative technology						
x. Grants administration						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated.

1.   The overall operation of Williamsburg-James City County Public Schools is **(Check [✓] one).**

_____   Highly efficient
_____   Above average in efficiency
_____   Average in efficiency
_____   Less efficient than most other school districts
_____   Don't know

2.   The operational efficiency of Williamsburg-James City County Public Schools could be improved by **(Check [✓] as many as apply):**

_____   Outsourcing some support services
_____   Offering more programs
_____   Offering fewer programs
_____   Increasing the number of administrators
_____   Reducing the number of administrators
_____   Increasing the number of teachers
_____   Reducing the number of teachers
_____   Increasing the number of support staff
_____   Reducing the number of support staff
_____   Increasing the number of facilities
_____   Reducing the number of facilities
_____   Rezoning schools
_____   Other (please specify)_____
           _____

3.   Do you have suggestions to improve the overall efficiency and effectiveness of the management and operations of Williamsburg-James City County Public Schools?

       _____
       _____
       _____
       _____

> **PLEASE RETURN YOUR COMPLETED SURVEY BY FEBRUARY 4, 2005**
> **IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:**
>
> **MGT of America, Inc.**
> **Post Office Box 16399**
> **Tallahassee, Florida   32317-9878**
>
> **THANK YOU FOR YOUR COOPERATION!**

EFFICIENCY REVIEW OF WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

PRINCIPAL SURVEY

> **MGT of America, Inc. is on contract with the State of Virginia to conduct an Efficiency Review of Williamsburg-James City County Public Schools. No attempt will be made to identify individual central office administrators in this survey. Please mail your completed survey to MGT of America by February 4, 2005 as directed on page 7. Confidentiality will be maintained.**

<u>**PART A**</u>:

DIRECTIONS: For items 1-5, please place a check (✓) on the blank line that completes the statement or answers the question. For items 6 through 7, please write in the numbers.

1. I think the overall quality of public education in Williamsburg-James City County Public Schools is:

   _____ Excellent
   _____ Good
   _____ Fair
   _____ Poor
   _____ Don't Know

2. I think the overall quality of education in Williamsburg-James City County Public Schools is:

   _____ Improving
   _____ Staying the Same
   _____ Getting Worse
   _____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Williamsburg-James City County Public Schools?

   _____ A
   _____ B
   _____ C
   _____ D
   _____ F
   _____ Don't Know

4. In general, what grade would you give the school administrators in Williamsburg-James City County Public Schools?

   _____ A
   _____ B
   _____ C
   _____ D
   _____ F
   _____ Don't Know

5. In general, what grade would you give the central office administrators in Williamsburg-James City County Public Schools?

   _____ A
   _____ B
   _____ C
   _____ D
   _____ F
   _____ Don't Know

6a. How long have you been in your current position in Williamsburg-James City County Public Schools?

   _____ Years

6b. How long have you been in a similar position in Williamsburg-James City County Public Schools?

   _____ Years

7. How long have you worked in Williamsburg-James City County Public Schools?

   _____ Years

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree nor disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

STATEMENT	SA	A	N	D	SD	DK
1. The emphasis on learning in Williamsburg-James City County Public Schools has increased in recent years.						
2. Our schools are safe and secure from crime.						
3. Our schools effectively handle misbehavior problems.						
4. Our schools have sufficient space and facilities to support the instructional programs.						
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.						
6. Our schools can be described as "good places to learn."						
7. There is administrative support for controlling student behavior in our schools.						
8. Most students in our schools are motivated to learn.						
9. Lessons are organized to meet students' needs.						
10. The curriculum is broad and challenging for most students.						
11. There is little a teacher can do to overcome education problems due to a student's home life.						
12. Teachers in our schools know the material they teach.						
13. Teachers in our schools care about students' needs.						
14. Teachers expect students to do their very best.						
15. Principals and assistant principals in our schools care about students' needs.						
16. In general, parents take responsibility for their children's behavior in our schools.						
17. Parents in this school district are satisfied with the education their children are receiving.						
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19. Parents play an active role in decision-making in our schools.						
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23. School-based personnel play an important role in making decisions that affect schools in Williamsburg-James City County Public Schools.						
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.						
25. The food services department provides nutritious and appealing meals and snacks.						

PART C:

DIRECTIONS: **For each item, please indicate whether you feel the situation in Williamsburg-James City County Public Schools is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.**

STATEMENT	E	G	F	P	DK
1. Board of Education members' knowledge of the educational needs of students in Williamsburg-James City County Public Schools.					
2. Board of Education members' knowledge of operations in Williamsburg-James City County Public Schools.					
3. Board of Education members' work at setting or revising policies for Williamsburg-James City County Public Schools.					
4. The School District Superintendent's work as the educational leader of Williamsburg-James City County Public Schools.					
5. The School District Superintendent's work as the chief administrator (manager) of Williamsburg-James City County Public Schools.					
6. Principals' work as the instructional leaders of their schools.					
7. Principals' work as the managers of the staff and teachers.					
8. Teachers' work in meeting students' individual learning needs.					
9. Teachers' work in communicating with parents.					
10. Teachers' attitudes about their jobs.					
11. Students' ability to learn.					
12. The amount of time students spend on task learning in the classroom.					
13. Parents' efforts in helping their children to do better in school.					
14. Parents' participation in school activities and organizations.					
15. How well students' test results are explained to parents.					
16. The cleanliness and maintenance of facilities in Williamsburg-James City County Public Schools.					
17. How well relations are maintained with various groups in the community.					
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.					
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.					
20. The school district's job of providing adequate instructional technology.					
21. The school district's use of technology for administrative purposes.					

PART D: <u>Work Environment</u>. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find Williamsburg-James City County Public Schools to be an exciting, challenging place to work.						
2. The work standards and expectations in Williamsburg-James City County Public Schools are equal to or above those of most other school districts.						
3. Williamsburg-James City County Public Schools officials enforce high work standards.						
4. Most Williamsburg-James City County Public Schools teachers enforce high student learning standards.						
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6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. I feel that I have the authority to adequately perform my job responsibilities.						
9. I have adequate facilities in which to conduct my work.						
10. I have adequate equipment and computer support to conduct my work.						
11. The workloads are equitably distributed among teachers and among staff members.						
12. No one knows or cares about the amount or quality of work that I perform.						
13. Workload is evenly distributed.						
14. If there were an emergency in the schools, I would know how to respond appropriately.						
15. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: **Job Satisfaction**. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in Williamsburg-James City County Public Schools.						
2. I plan to continue my career in Williamsburg-James City County Public Schools.						
3. I am actively looking for a job outside of Williamsburg-James City County Public Schools.						
4. Salary levels in Williamsburg-James City County Public Schools are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of Williamsburg-James City County Public Schools team.						
7. I feel that there is no future for me in Williamsburg-James City County Public Schools.						
8. My salary level is adequate for my level of work and experience.						

PART F: **Administrative Structure and Practices**. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.						
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4. Authority for administrative decisions is delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Williamsburg-James City County Public Schools ensures adequate input from teachers and staff on most important decisions.						
8. Williamsburg-James City County Public Schools has too many committees.						
9. Williamsburg-James City County Public Schools has too many layers of administrators.						
10. Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central office administrators are responsive to school needs.						
12. Central office administrators provide quality service to schools.						

PART G: Williamsburg-James City County Public Schools Operations. Please indicate your opinion of the operations of each of the following school district functions by placing an "X" in the appropriate column for each function.

School District Program/Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Special education						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Plant maintenance						
s. Facilities planning						
t. Transportation						
u. Custodial services						
v. Risk management						
w. Administrative technology						
x. Grants administration						

PART H: **General Questions**

DIRECTIONS: **Please respond to each item as indicated.**

1. The overall operation of Williamsburg-James City County Public Schools is **(Check [✓] one).**

   _____ Highly efficient
   _____ Above average in efficiency
   _____ Average in efficiency
   _____ Less efficient than most other school districts
   _____ Don't know

2. The operational efficiency of Williamsburg-James City County Public Schools could be improved by **(Check [✓] as many as apply):**

   _____ Outsourcing some support services
   _____ Offering more programs
   _____ Offering fewer programs
   _____ Increasing the number of administrators
   _____ Reducing the number of administrators
   _____ Increasing the number of teachers
   _____ Reducing the number of teachers
   _____ Increasing the number of support staff
   _____ Reducing the number of support staff
   _____ Increasing the number of facilities
   _____ Reducing the number of facilities
   _____ Rezoning schools
   _____ Other (please specify)_____
   _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and operations of Williamsburg-James City County Public Schools?

   _____
   _____
   _____
   _____

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**MGT of America, Inc.
Post Office Box 16399
Tallahassee, Florida   32317-9878**

THANK YOU FOR YOUR COOPERATION!

EFFICIENCY REVIEW OF WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

TEACHER SURVEY

> **MGT of America, Inc. is on contract with the State of Virginia to conduct an Efficiency Review of Williamsburg-James City County Public Schools. No attempt will be made to identify individual central office administrators in this survey. Please mail your completed survey to MGT of America by February 4, 2005 as directed on page 7. Confidentiality will be maintained.**

<u>**PART A**</u>:

DIRECTIONS: For items 1-7, please place a check (✓) on the blank line that completes the statement or answers the question. For item 8, please write in the number.

1. I think the overall quality of public education in Williamsburg-James City County Public Schools is:

    _____ Excellent
    _____ Good
    _____ Fair
    _____ Poor
    _____ Don't Know

2. I think the overall quality of education in Williamsburg-James City County Public Schools is:

    _____ Improving
    _____ Staying the Same
    _____ Getting Worse
    _____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Williamsburg-James City County Public Schools?

    _____ A   _____ D
    _____ B   _____ F
    _____ C   _____ F

z

4. In general, what grade would you give the school administrators in Williamsburg-James City County Public Schools?

    _____ A
    _____ B
    _____ C
    _____ D
    _____ F
    _____ Don't Know

5. In general, what grade would you give the central office administrators in Williamsburg-James City County Public Schools?

    _____ A   _____ D
    _____ B   _____ F
    _____ C   _____ F

6. In what type of school do you teach this year?

    _____ Elementary School
    _____ Junior High/Middle School
    _____ High School
    _____ Other (Please categorize)
    _____

7. What grade or grades are you teaching this year?

    _____ Pre-K   _____ 7
    _____ K   _____ 8
    _____ 1   _____ 9
    _____ 2   _____ 10
    _____ 3   _____ 11
    _____ 4   _____ 12
    _____ 5   _____ Adult
    _____ 6

8. How long have you taught in Williamsburg-James City County Public Schools?

    _____ Years

PART B:

DIRECTIONS: **Please indicate whether you strongly agree (SA), agree (A), neither agree nor disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.**

STATEMENT	SA	A	N	D	SD	DK
1. The emphasis on learning in Williamsburg-James City County Public Schools has increased in recent years.						
2. Our schools are safe and secure from crime.						
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10. The curriculum is broad and challenging for most students.						
11. There is little a teacher can do to overcome education problems due to a student's home life.						
12. Teachers in our schools know the material they teach.						
13. Teachers in our schools care about students' needs.						
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15. Principals and assistant principals in our schools care about students' needs.						
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17. Parents in this school district are satisfied with the education their children are receiving.						
18. Most parents seem to know what goes on in our schools.						
19. Parents play an active role in decision-making in our schools.						
20. This community really cares about its children's education.						
21. Funds are managed wisely to support education in Williamsburg-James City County Public Schools.						
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23. School-based personnel play an important role in making decisions that affect schools in Williamsburg-James City County Public Schools.						
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.						
25. The food services department provides nutritious and appealing meals and snacks.						

DIRECTIONS: **For each item, please indicate whether you feel the situation in Williamsburg-James City County Public Schools is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.**

STATEMENT	E	G	F	P	DK
1. Board of Education members' knowledge of the educational needs of students in Williamsburg-James City County Public Schools.					
2. Board of Education members' knowledge of operations in Williamsburg-James City County Public Schools.					
3. Board of Education members' work at setting or revising policies for Williamsburg-James City County Public Schools.					
4. The School District Superintendent's work as the educational leader of Williamsburg-James City County Public Schools.					
5. The School District Superintendent's work as the chief administrator (manager) of Williamsburg-James City County Public Schools.					
6. Principals' work as the instructional leaders of their schools.					
7. Principals' work as the managers of the staff and teachers.					
8. Teachers' work in meeting students' individual learning needs.					
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16. The cleanliness and maintenance of facilities in Williamsburg-James City County Public Schools.					
17. How well relations are maintained with various groups in the community.					
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.					
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.					
20. The school district's job of providing adequate instructional technology.					
21. The school district's use of technology for administrative purposes.					

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find Williamsburg-James City County Public Schools to be an exciting, challenging place to work.						
2. The work standards and expectations in Williamsburg-James City County Public Schools are equal to or above those of most other school districts.						
3. Williamsburg-James City County Public Schools officials enforce high work standards.						
4. Most Williamsburg-James City County Public Schools teachers enforce high student learning standards.						
5. Williamsburg-James City County Public Schools teachers and administrators have excellent working relationships.						
6. Teachers who do not meet expected work standards are disciplined.						
7. Staff who do not meet expected work standards are disciplined.						
8. I feel that I have the authority to adequately perform my job responsibilities.						
9. I have adequate facilities in which to conduct my work.						
10. I have adequate equipment and computer support to conduct my work.						
11. The workloads are equitably distributed among teachers and among staff members.						
12. No one knows or cares about the amount or quality of work that I perform.						
13. Workload is evenly distributed.						
14. If there were an emergency in the schools, I would know how to respond appropriately.						
15. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: __Job Satisfaction__. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in Williamsburg-James City County Public Schools.						
2. I plan to continue my career in Williamsburg-James City County Public Schools.						
3. I am actively looking for a job outside of Williamsburg-James City County Public Schools.						
4. Salary levels in Williamsburg-James City County Public Schools are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of Williamsburg-James City County Public Schools team.						
7. I feel that there is no future for me in Williamsburg-James City County Public Schools.						
8. My salary level is adequate for my level of work and experience.						

PART F: __Administrative Structure and Practices__.   Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.						
2. Administrative decisions are made promptly and decisively.						
3. Williamsburg-James City County Public Schools administrators are easily accessible and open to input.						
4. Authority for administrative decisions is delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Williamsburg-James City County Public Schools ensures adequate input from teachers and staff on most important decisions.						
8. Williamsburg-James City County Public Schools has too many committees.						
9. Williamsburg-James City County Public Schools has too many layers of administrators.						
10. Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central office administrators are responsive to school needs.						
12. Central office administrators provide quality service to schools.						

PART G: <u>Williamsburg-James City County Public Schools Operations</u>. Please indicate your opinion of the operations of each of the following school district functions by placing an "X" in the appropriate column for each function.

School District Program/Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Special education						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Plant maintenance						
s. Facilities planning						
t. Transportation						
u. Custodial services						
v. Risk management						
w. Administrative technology						
x. Grants administration						

PART H: **General Questions**

DIRECTIONS: **Please respond to each item as indicated.**

1. The overall operation of Williamsburg-James City County Public Schools is **(Check [✓] one).**

    _____   Highly efficient
    _____   Above average in efficiency
    _____   Average in efficiency
    _____   Less efficient than most other school districts
    _____   Don't know

2. The operational efficiency of Williamsburg-James City County Public Schools could be improved by **(Check [✓] as many as apply):**

    _____   Outsourcing some support services
    _____   Offering more programs
    _____   Offering fewer programs
    _____   Increasing the number of administrators
    _____   Reducing the number of administrators
    _____   Increasing the number of teachers
    _____   Reducing the number of teachers
    _____   Increasing the number of support staff
    _____   Reducing the number of support staff
    _____   Increasing the number of facilities
    _____   Reducing the number of facilities
    _____   Rezoning schools
    _____   Other (please specify)_____
    _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and operations of Williamsburg-James City County Public Schools?

    _____
    _____
    _____
    _____

**PLEASE RETURN YOUR COMPLETED SURVEY BY FEBRUARY 4, 2005
IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:**

**MGT of America, Inc.
Post Office Box 16399
Tallahassee, Florida   32317-9878**

THANK YOU FOR YOUR COOPERATION!

APPENDIX B:

SURVEY RESULTS

EFFICIENCY REVIEW OF
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

CENTRAL OFFICE ADMINISTRATOR SURVEY
Response Rate =72%
(N = 13)

PART A

1. I think the overall quality of public education in Williamsburg-James City County Public Schools is:

Excellent	38%
Good	62
Fair	0
Poor	0
Don't Know	0

2. I think the overall quality of education in Williamsburg-James City County Public Schools is:

Improving	85%
Staying the Same	15
Getting Worse	0
Don't Know	0

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Williamsburg-James City County Public Schools?

A	31%
B	62
C	0
D	0
F	0
Don't Know	8

4. In general, what grade would you give the school administrators in Williamsburg-James City County Public Schools?

A	54
B	38
C	8
D	0
F	0
Don't Know	0

5. In general, what grade would you give the central office administrators in Williamsburg-James City County Public Schools?

A	46
B	39
C	15
D	0
F	0
Don't Know	0

6a. How long have you been in your current position in Williamsburg-James City County Public Schools?

1-5 years	85%
6-10 years	0
11-20 years	15
21 years or over	0

6b. How long have you been in a similar position in Williamsburg-James City County Public Schools?

1-5 years	25%
6-10 years	38
11-20 years	25
21 years or over	12

7. How long have you worked in Williamsburg-James City County Public Schools?

1-5 years	46%
6-10 years	8
11-20 years	15
21 years or over	31

PART B

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Williamsburg-James City County Public Schools has increased in recent years.	38	46	0	15	0	0
2. Our schools are safe and secure from crime.	38	62	0	0	0	0
3. Our schools effectively handle misbehavior problems.	8	46	15	23	0	8
4. Our schools have sufficient space and facilities to support the instructional programs.	0	0	0	62	38	0
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	31	54	0	8	0	8
6. Our schools can be described as "good places to learn."	38	62	0	0	0	0
7. There is administrative support for controlling student behavior in our schools.	8	62	15	8	0	8
8. Most students in our schools are motivated to learn.	8	54	31	0	0	8
9. Lessons are organized to meet students' needs.	8	62	8	8	0	15
10. The curriculum is broad and challenging for most students.	23	62	0	0	0	15
11. There is little a teacher can do to overcome education problems due to a student's home life.	8	8	23	38	15	8
12. Teachers in our schools know the material they teach.	31	46	0	0	0	23
13. Teachers in our schools care about students' needs.	15	69	8	0	0	8
14. Teachers expect students to do their very best.	17	75	0	0	0	8
15. Principals and assistant principals in our schools care about students' needs.	38	62	0	0	0	0
16. In general, parents take responsibility for their children's behavior in our schools.	0	31	8	31	15	15
17. Parents in this school district are satisfied with the education their children are receiving.	0	77	8	0	0	15
18. Most parents seem to know what goes on in our schools.	0	46	38	0	0	15
19. Parents play an active role in decision-making in our schools.	8	31	38	0	15	8
20. This community really cares about its children's education.	8	46	31	8	0	8
21. Funds are managed wisely to support education in Williamsburg-James City County Public Schools.	38	54	8	0	0	0
22. Sufficient student services are provided in Williamsburg-James City County Public Schools (e.g., counseling, speech therapy, health).	23	46	8	15	0	8
23. School-based personnel play an important role in making decisions that affect schools in Williamsburg-James City County Public Schools.	15	69	0	15	0	0
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	0	0	8	62	15	15
25. The food services department provides nutritious and appealing meals and snacks.	15	38	15	23	0	8

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C

STATEMENT	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Williamsburg-James City County Public Schools.	0	31	23	38	8
2. Board of Education members' knowledge of operations in Williamsburg-James City County Public Schools.	0	8	38	46	8
3. Board of Education members' work at setting or revising policies for Williamsburg-James City County Public Schools.	0	25	33	42	0
4. The School District Superintendent's work as the educational leader of Williamsburg-James City County Public Schools.	62	15	8	15	0
5. The School District Superintendent's work as the chief administrator (manager) of Williamsburg-James City County Public Schools.	62	23	8	8	0
6. Principals' work as the instructional leaders of their schools.	31	54	8	0	8
7. Principals' work as the managers of the staff and teachers.	46	46	8	0	0
8. Teachers' work in meeting students' individual learning needs.	15	69	15	0	0
9. Teachers' work in communicating with parents.	15	46	31	0	8
10. Teachers' attitudes about their jobs.	8	38	46	0	8
11. Students' ability to learn.	15	54	15	0	15
12. The amount of time students spend on task learning in the classroom.	8	31	23	0	38
13. Parents' efforts in helping their children to do better in school.	0	31	23	23	23
14. Parents' participation in school activities and organizations.	0	55	18	18	9
15. How well students' test results are explained to parents.	15	38	23	0	23
16. The cleanliness and maintenance of facilities in Williamsburg-James City County Public Schools.	77	15	8	0	0
17. How well relations are maintained with various groups in the community.	8	31	46	8	8
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.	38	31	15	8	8
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.	15	54	15	0	15
20. The school district's job of providing adequate instructional technology.	31	31	23	0	15
21. The school district's use of technology for administrative purposes.	23	46	0	8	23

Legend:
E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Williamsburg-James City County Public Schools to be an exciting, challenging place to work.	38	38	8	8	8	0
2. The work standards and expectations in Williamsburg-James City County Public Schools are equal to or above those of most other school districts.	46	46	0	0	8	0
3. Williamsburg-James City County Public Schools officials enforce high work standards.	31	46	15	0	0	8
4. Most Williamsburg-James City County Public Schools teachers enforce high student learning standards.	23	31	23	8	0	15
5. Williamsburg-James City County Public Schools teachers and administrators have excellent working relationships.	0	62	23	0	0	15
6. Teachers who do not meet expected work standards are disciplined.	0	23	23	8	15	31
7. Staff who do not meet expected work standards are disciplined.	15	31	15	8	15	15
8. I feel that I have the authority to adequately perform my job responsibilities.	38	54	0	0	8	0
9. I have adequate facilities in which to conduct my work.	46	31	8	8	8	0
10. I have adequate equipment and computer support to conduct my work.	69	23	0	8	0	0
11. The workloads are equitably distributed among teachers and among staff members.	0	8	31	23	0	38
12. No one knows or cares about the amount or quality of work that I perform.	8	15	0	54	23	0
13. Workload is evenly distributed.	0	38	15	23	15	8
14. If there were an emergency in the schools, I would know how to respond appropriately.	38	62	0	0	0	0
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0	15	15	31	15	23

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Williamsburg-James City County Public Schools.	38	46	8	0	8	0
2. I plan to continue my career in Williamsburg-James City County Public Schools.	31	38	8	15	0	8
3. I am actively looking for a job outside of Williamsburg-James City County Public Schools.	0	8	15	23	54	0
4. Salary levels in Williamsburg-James City County Public Schools are competitive.	15	31	8	23	15	8
5. I feel that my work is appreciated by my supervisor(s).	54	31	8	0	8	0
6. I feel that I am an integral part of Williamsburg-James City County Public Schools team.	54	31	8	8	0	0
7. I feel that there is no future for me in Williamsburg-James City County Public Schools.	0	8	15	15	54	8
8. My salary level is adequate for my level of work and experience.	23	38	8	23	8	0

Legend:
SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.	15	46	15	15	8	0
2. Administrative decisions are made promptly and decisively.	8	46	31	0	15	0
3. Williamsburg-James City County Public Schools administrators are easily accessible and open to input.	31	62	8	0	0	0
4. Authority for administrative decisions is delegated to the lowest possible level.	8	38	15	23	8	8
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	8	46	23	8	0	15
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0	15	8	62	8	8
7. The extensive committee structure in Williamsburg-James City County Public Schools ensures adequate input from teachers and staff on most important decisions.	8	54	8	8	8	15
8. Williamsburg-James City County Public Schools has too many committees.	8	15	38	23	0	15
9. Williamsburg-James City County Public Schools has too many layers of administrators.	0	0	8	38	38	15
10. Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	31	46	15	0	0	8
11. Central office administrators are responsive to school needs.	31	54	8	0	0	8
12. Central office administrators provide quality service to schools.	46	46	0	0	0	8

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Williamsburg-James City County Public Schools Operations

	District Program/ Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a.	Budgeting	0	0	8	31	62	0
b.	Strategic planning	0	0	15	54	31	0
c.	Curriculum planning	0	8	8	15	46	23
d.	Financial management and accounting	0	0	8	23	69	0
e.	Community relations	0	0	15	54	23	8
f.	Program evaluation, research, and assessment	0	0	23	15	31	31
g.	Instructional technology	0	8	15	38	31	8
h.	Pupil accounting	0	0	31	23	15	31
i.	Instructional coordination/ supervision	0	8	0	54	23	15
j.	Instructional support	0	8	0	46	31	15
k.	Special Education	0	8	31	8	46	8
l.	Personnel recruitment	0	8	23	38	31	0
m.	Personnel selection	0	8	15	62	15	0
n.	Personnel evaluation	0	15	38	38	8	0
o.	Staff development	0	0	23	54	23	0
p.	Data processing	0	0	15	38	15	31
q.	Purchasing	0	0	0	62	38	0
r.	Plant maintenance	0	0	0	38	62	0
s.	Facilities planning	0	8	8	46	38	0
t.	Transportation	0	0	8	46	38	8
u.	Custodial services	0	0	0	46	54	0
v.	Risk management	0	0	8	38	23	31
w.	Administrative technology	0	0	8	38	38	15
x.	Grants administration	0	0	8	15	23	54

PART H: General Questions

1. The overall operation of Williamsburg-James City County Public Schools is:

Highly efficient	8%
Above average in efficiency	62
Average in efficiency	31
Less efficient than most other school districts	0
Don't know	0

2. The operational efficiency of Williamsburg-James City County Public Schools could be improved by:

Outsourcing some support services	19%
Offering more programs	13
Offering fewer programs	6
Increasing the number of administrators	44
Reducing the number of administrators	6
Increasing the number of teachers	25
Reducing the number of teachers	0
Increasing the number of support staff	63
Reducing the number of support staff	0
Increasing the number of facilities	69
Reducing the number of facilities	0
Rezoning schools	44
Other	13

PRINCIPAL SURVEY
Response Rate = 64%
(N = 18)

PART A

1. I think the overall quality of public education in Williamsburg-James City County Public Schools is:

Excellent	44%
Good	56
Fair	0
Poor	0
Don't Know	0

2. I think the overall quality of education in Williamsburg-James City County Public Schools is:

Improving	61%
Staying the Same	39
Getting Worse	0
Don't Know	0

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Williamsburg-James City County Public Schools?

A	33%
B	61
C	0
D	0
F	0
Don't Know	6

4. In general, what grade would you give the school administrators in Williamsburg-James City County Public Schools?

A	44%
B	50
C	0
D	0
F	0
Don't Know	6

5. In general, what grade would you give the central office administrators in Williamsburg-James City County Public Schools?

A	33%
B	39
C	22
D	0
F	0
Don't Know	6

6a. How long have you been in your current position in Williamsburg-James City County Public Schools?

1-5 years	72%
6-10 years	11
11-20 years	11
21 years or over	6

7. How long have you worked in Williamsburg-James City County Public Schools?

1-5 years	17%
6-10 years	17
11-20 years	28
21 years or over	39

6b. How long have you been in a similar position in Williamsburg-James City County Public Schools?

1-5 years	36%
6-10 years	43
11-20 years	21
21 years or over	0

PART B

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Williamsburg-James City County Public Schools has increased in recent years.	61	17	17	6	0	0
2. Our schools are safe and secure from crime.	39	56	6	0	0	0
3. Our schools effectively handle misbehavior problems.	17	67	6	11	0	0
4. Our schools have sufficient space and facilities to support the instructional programs.	6	6	17	50	22	0
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	44	50	0	6	0	0
6. Our schools can be described as "good places to learn."	56	39	6	0	0	0
7. There is administrative support for controlling student behavior in our schools.	33	61	6	0	0	0
8. Most students in our schools are motivated to learn.	11	78	11	0	0	0
9. Lessons are organized to meet students' needs.	17	72	6	6	0	0
10. The curriculum is broad and challenging for most students.	33	56	6	6	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	0	11	17	39	33	0
12. Teachers in our schools know the material they teach.	44	50	0	6	0	0
13. Teachers in our schools care about students' needs.	50	39	11	0	0	0
14. Teachers expect students to do their very best.	28	56	17	0	0	0
15. Principals and assistant principals in our schools care about students' needs.	56	39	6	0	0	0
16. In general, parents take responsibility for their children's behavior in our schools.	6	78	6	6	6	0
17. Parents in this school district are satisfied with the education their children are receiving.	17	83	0	0	0	0
18. Most parents seem to know what goes on in our schools.	11	67	17	6	0	0
19. Parents play an active role in decision-making in our schools.	11	56	28	6	0	0
20. This community really cares about its children's education.	39	50	6	6	0	0
21. Funds are managed wisely to support education in Williamsburg-James City County Public Schools.	44	44	6	6	0	0
22. Sufficient student services are provided in Williamsburg-James City County Public Schools (e.g., counseling, speech therapy, health).	12	53	0	35	0	0
23. School-based personnel play an important role in making decisions that affect schools in Williamsburg-James City County Public Schools.	22	56	6	17	0	0
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	6	17	6	61	11	0
25. The food services department provides nutritious and appealing meals and snacks.	11	33	22	17	11	6

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

STATEMENT	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Williamsburg-James City County Public Schools.	6	56	28	6	6
2. Board of Education members' knowledge of operations in Williamsburg-James City County Public Schools.	0	61	28	6	6
3. Board of Education members' work at setting or revising policies for Williamsburg-James City County Public Schools.	6	78	6	6	6
4. The School District Superintendent's work as the educational leader of Williamsburg-James City County Public Schools.	39	39	11	11	0
5. The School District Superintendent's work as the chief administrator (manager) of Williamsburg-James City County Public Schools.	50	33	11	6	0
6. Principals' work as the instructional leaders of their schools.	56	33	11	0	0
7. Principals' work as the managers of the staff and teachers.	67	33	0	0	0
8. Teachers' work in meeting students' individual learning needs.	39	50	6	6	0
9. Teachers' work in communicating with parents.	33	61	6	0	0
10. Teachers' attitudes about their jobs.	22	61	17	0	0
11. Students' ability to learn.	22	67	6	0	6
12. The amount of time students spend on task learning in the classroom.	33	56	6	6	0
13. Parents' efforts in helping their children to do better in school.	6	67	28	0	0
14. Parents' participation in school activities and organizations.	17	44	33	6	0
15. How well students' test results are explained to parents.	17	39	33	0	11
16. The cleanliness and maintenance of facilities in Williamsburg-James City County Public Schools.	44	44	6	6	0
17. How well relations are maintained with various groups in the community.	11	61	11	11	6
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.	39	39	17	6	0
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.	28	28	22	6	17
20. The school district's job of providing adequate instructional technology.	61	39	0	0	0
21. The school district's use of technology for administrative purposes.	50	33	11	0	6

Legend:
E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: <u>Work Environment</u>

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Williamsburg-James City County Public Schools to be an exciting, challenging place to work.	61	33	0	6	0	0
2. The work standards and expectations in Williamsburg-James City County Public Schools are equal to or above those of most other school districts.	67	28	6	0	0	0
3. Williamsburg-James City County Public Schools officials enforce high work standards.	61	17	22	0	0	0
4. Most Williamsburg-James City County Public Schools teachers enforce high student learning standards.	44	39	17	0	0	0
5. Williamsburg-James City County Public Schools teachers and administrators have excellent working relationships.	28	50	11	11	0	0
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	11	44	11	22	0	11
7. <u>Staff</u> who do not meet expected work standards are disciplined.	11	39	17	17	0	17
8. I feel that I have the authority to adequately perform my job responsibilities.	56	44	0	0	0	0
9. I have adequate facilities in which to conduct my work.	44	39	6	6	6	0
10. I have adequate equipment and computer support to conduct my work.	39	44	6	11	0	0
11. The workloads are equitably distributed among teachers and among staff members.	22	56	11	11	0	0
12. No one knows or cares about the amount or quality of work that I perform.	0	0	22	44	33	0
13. Workload is evenly distributed.	6	50	22	22	0	0
14. If there were an emergency in the schools, I would know how to respond appropriately.	50	39	11	0	0	0
15. I often observe other teachers and/or staff socializing rather than working while on the job.	0	0	11	39	50	0

<u>Legend</u>:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

	STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1.	I am very satisfied with my job in Williamsburg-James City County Public Schools.	44	39	11	6	0	0
2.	I plan to continue my career in Williamsburg-James City County Public Schools.	50	33	0	11	6	0
3.	I am actively looking for a job outside of Williamsburg-James City County Public Schools.	6	11	11	33	39	0
4.	Salary levels in Williamsburg-James City County Public Schools are competitive.	28	39	22	6	6	0
5.	I feel that my work is appreciated by my supervisor(s).	39	50	6	6	0	0
6.	I feel that I am an integral part of Williamsburg-James City County Public Schools team.	50	28	22	0	0	0
7.	I feel that there is no future for me in Williamsburg-James City County Public Schools.	11	0	6	44	39	0
8.	My salary level is adequate for my level of work and experience.	6	22	28	28	17	0

Legend:
SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

	STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1.	Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.	33	50	17	0	0	0
2.	Administrative decisions are made promptly and decisively.	33	44	17	6	0	0
3.	Williamsburg-James City County Public Schools administrators are easily accessible and open to input.	61	22	11	6	0	0
4.	Authority for administrative decisions is delegated to the lowest possible level.	11	50	22	11	0	6
5.	Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	33	56	6	6	0	0
6.	Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0	11	28	44	11	6
7.	The extensive committee structure in Williamsburg-James City County Public Schools ensures adequate input from teachers and staff on most important decisions.	28	50	0	6	11	6
8.	Williamsburg-James City County Public Schools has too many committees.	6	22	11	39	22	0
9.	Williamsburg-James City County Public Schools has too many layers of administrators.	0	0	6	44	50	0
10.	Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	44	33	22	0	0	0
11.	Central office administrators are responsive to school needs.	24	53	12	12	0	0
12.	Central office administrators provide quality service to schools.	29	53	6	12	0	0

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Williamsburg-James City County Public Schools Operations

	District Program/ Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a.	Budgeting	0	0	11	33	50	6
b.	Strategic planning	0	6	11	44	39	0
c.	Curriculum planning	0	11	33	28	28	0
d.	Financial management and accounting	0	0	0	28	67	6
e.	Community relations	0	17	33	50	0	0
f.	Program evaluation, research, and assessment	0	17	33	44	6	0
g.	Instructional technology	0	6	22	28	44	0
h.	Pupil accounting	0	0	6	39	39	17
i.	Instructional coordination/ supervision	0	6	17	39	39	0
j.	Instructional support	0	0	11	61	28	0
k.	Special Education	0	11	44	33	11	0
l.	Personnel recruitment	0	0	33	50	11	6
m.	Personnel selection	0	0	28	28	39	6
n.	Personnel evaluation	0	11	6	56	22	6
o.	Staff development	0	6	28	44	22	0
p.	Data processing	0	0	28	50	6	17
q.	Purchasing	0	0	6	44	33	17
r.	Plant maintenance	0	0	11	50	39	0
s.	Facilities planning	0	6	17	56	22	0
t.	Transportation	0	0	6	59	29	6
u.	Custodial services	0	11	11	44	33	0
v.	Risk management	0	0	11	33	28	28
w.	Administrative technology	0	6	6	33	39	17
x.	Grants administration	0	6	11	50	17	17

PART H: General Questions

1. The overall operation of Williamsburg-James City County Public Schools is:

Highly efficient	28%
Above average in efficiency	56
Average in efficiency	17
Less efficient than most other school districts	0
Don't know	0

2. The operational efficiency of Williamsburg-James City County Public Schools could be improved by:

Outsourcing some support services	11%
Offering more programs	8
Offering fewer programs	3
Increasing the number of administrators	25
Reducing the number of administrators	0
Increasing the number of teachers	42
Reducing the number of teachers	0
Increasing the number of support staff	31
Reducing the number of support staff	0
Increasing the number of facilities	44
Reducing the number of facilities	0
Rezoning schools	17
Other	3

EFFICIENCY REVIEW OF
WILLIAMSBURG-JAMES CITY COUNTY PUBLIC SCHOOLS

TEACHER SURVEY RESULTS
Response Rate = 44 %
(N = 354)

PART A

1. I think the overall quality of public education in Williamsburg-James City County Public Schools is:

Excellent	31%
Good	61
Fair	7
Poor	0
Don't Know	1

2. I think the overall quality of education in Williamsburg-James City County Public Schools is:

Improving	64%
Staying the Same	29
Getting Worse	4
Don't Know	4

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Williamsburg-James City County Public Schools?

A	35%
B	57
C	5
D	0
F	0
Don't Know	3

4. In general, what grade would you give the school administrators in Williamsburg-James City County Public Schools?

A	23%
B	53
C	18
D	3
F	1
Don't Know	3

5. In general, what grade would you give the central office administrators in Williamsburg-James City County Public Schools?

A	12%
B	34
C	32
D	12
F	3
Don't Know	8

6. In what type of school do you teach this year?

Elementary School	43%
Junior High/Middle School	31
High School	24
Other	1

7. What grade or grades are you teaching this year?

Pre-K	3%	7	18%
K	13	8	17
1	15	9	18
2	16	10	18
3	15	11	19
4	14	12	17
5	15	Adult	1
6	18		

8. How long have you taught in Williamsburg-James City County Public Schools?

1-5 years	37%
6-10	28
11-20	22
21 years or over	14

STATEMENTS ON SURVEY INSTRUMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Williamsburg-James City County Public Schools has increased in recent years.	29	46	9	7	0	9
2. Our schools are safe and secure from crime.	22	59	10	6	1	1
3. Our schools effectively handle misbehavior problems.	7	45	16	26	6	1
4. Our schools have sufficient space and facilities to support the instructional programs.	0	10	8	46	36	0
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	10	52	14	16	3	5
6. Our schools can be described as "good places to learn."	26	66	5	2	0	0
7. There is administrative support for controlling student behavior in our schools.	16	51	13	16	4	1
8. Most students in our schools are motivated to learn.	9	61	16	12	1	0
9. Lessons are organized to meet students' needs.	15	69	10	5	0	1
10. The curriculum is broad and challenging for most students.	18	66	8	6	1	1
11. There is little a teacher can do to overcome education problems due to a student's home life.	6	24	22	38	10	0
12. Teachers in our schools know the material they teach.	31	61	6	1	0	1
13. Teachers in our schools care about students' needs.	40	53	4	1	0	1
14. Teachers expect students to do their very best.	38	52	7	2	0	1
15. Principals and assistant principals in our schools care about students' needs.	40	50	8	1	1	1
16. In general, parents take responsibility for their children's behavior in our schools.	1	35	22	31	11	1
17. Parents in this school district are satisfied with the education their children are receiving.	5	66	15	6	0	7
18. Most parents seem to know what goes on in our schools.	2	42	24	25	3	4
19. Parents play an active role in decision-making in our schools.	5	43	24	18	3	6
20. This community really cares about its children's education.	13	54	17	11	2	3
21. Funds are managed wisely to support education in Williamsburg-James City County Public Schools.	5	39	24	16	6	9
22. Sufficient student services are provided in Williamsburg-James City County Public Schools (e.g., counseling, speech therapy, health).	10	47	12	20	8	3
23. School-based personnel play an important role in making decisions that affect schools in Williamsburg-James City County Public Schools.	5	37	22	26	5	5
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	3	20	14	39	20	4
25. The food services department provides nutritious and appealing meals and snacks.	5	29	17	27	15	7

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C

STATEMENTS ON SURVEY INSTRUMENT	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Williamsburg-James City County Public Schools.	2	35	37	11	15
2. Board of Education members' knowledge of operations in Williamsburg-James City County Public Schools.	3	37	35	8	17
3. Board of Education members' work at setting or revising policies for Williamsburg-James City County Public Schools.	3	42	30	9	16
4. The School District Superintendent's work as the educational leader of Williamsburg-James City County Public Schools.	24	45	19	6	5
5. The School District Superintendent's work as the chief administrator (manager) of Williamsburg-James City County Public Schools.	25	46	18	5	6
6. Principals' work as the instructional leaders of their schools.	27	43	19	10	1
7. Principals' work as the managers of the staff and teachers.	28	47	17	6	1
8. Teachers' work in meeting students' individual learning needs.	25	60	13	1	1
9. Teachers' work in communicating with parents.	27	53	18	1	1
10. Teachers' attitudes about their jobs.	12	54	27	6	1
11. Students' ability to learn.	11	66	20	1	1
12. The amount of time students spend on task learning in the classroom.	12	63	19	4	2
13. Parents' efforts in helping their children to do better in school.	1	36	47	13	4
14. Parents' participation in school activities and organizations.	3	37	41	16	3
15. How well students' test results are explained to parents.	6	37	37	9	11
16. The cleanliness and maintenance of facilities in Williamsburg-James City County Public Schools.	25	47	21	7	1
17. How well relations are maintained with various groups in the community.	6	52	25	6	11
18. Staff development opportunities provided by Williamsburg-James City County Public Schools for teachers.	14	43	29	13	1
19. Staff development opportunities provided by Williamsburg-James City County Public Schools for school administrators.	6	22	12	3	57
20. The school district's job of providing adequate instructional technology.	15	53	23	8	0
21. The school district's use of technology for administrative purposes.	12	45	17	4	23

Legend:
E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Williamsburg-James City County Public Schools to be an exciting, challenging place to work.	27	55	12	5	1	0
2. The work standards and expectations in Williamsburg-James City County Public Schools are equal to or above those of most other school districts.	29	45	11	6	0	9
3. Williamsburg-James City County Public Schools officials enforce high work standards.	24	47	20	7	1	1
4. Most Williamsburg-James City County Public Schools teachers enforce high student learning standards.	28	60	9	1	0	2
5. Williamsburg-James City County Public Schools teachers and administrators have excellent working relationships.	15	45	23	12	3	4
6. Teachers who do not meet expected work standards are disciplined.	2	20	12	24	13	29
7. Staff who do not meet expected work standards are disciplined.	1	21	14	19	12	33
8. I feel that I have the authority to adequately perform my job responsibilities.	38	48	6	5	2	0
9. I have adequate facilities in which to conduct my work.	22	51	9	13	4	1
10. I have adequate equipment and computer support to conduct my work.	23	49	8	15	4	1
11. The workloads are equitably distributed among teachers and among staff members.	7	36	14	26	13	4
12. No one knows or cares about the amount or quality of work that I perform.	4	14	21	41	20	1
13. Workload is evenly distributed.	3	35	17	28	12	5
14. If there were an emergency in the schools, I would know how to respond appropriately.	29	60	7	4	0	0
15. I often observe other teachers and/or staff socializing rather than working while on the job.	3	13	16	39	26	4

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Williamsburg-James City County Public Schools.	31	48	12	9	0	0
2. I plan to continue my career in Williamsburg-James City County Public Schools.	37	46	9	4	1	3
3. I am actively looking for a job outside of Williamsburg-James City County Public Schools.	1	5	10	32	50	2
4. Salary levels in Williamsburg-James City County Public Schools are competitive.	7	46	13	24	7	3
5. I feel that my work is appreciated by my supervisor(s).	20	52	14	9	4	0
6. I feel that I am an integral part of Williamsburg-James City County Public Schools team.	18	52	16	12	3	0
7. I feel that there is no future for me in Williamsburg-James City County Public Schools.	2	7	10	33	45	2
8. My salary level is adequate for my level of work and experience.	4	29	13	34	21	0

Legend:
SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Williamsburg-James City County Public Schools are highly effective and efficient.	5	42	23	19	4	7
2. Administrative decisions are made promptly and decisively.	7	43	19	22	5	5
3. Williamsburg-James City County Public Schools administrators are easily accessible and open to input.	12	48	16	17	3	4
4. Authority for administrative decisions is delegated to the lowest possible level.	2	16	27	20	5	31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	11	60	12	14	3	1
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	3	25	25	23	7	16
7. The extensive committee structure in Williamsburg-James City County Public Schools ensures adequate input from teachers and staff on most important decisions.	5	38	25	19	6	7
8. Williamsburg-James City County Public Schools has too many committees.	17	31	25	15	1	10
9. Williamsburg-James City County Public Schools has too many layers of administrators.	7	18	27	31	4	12
10. Most of Williamsburg-James City County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	5	43	23	12	4	12
11. Central office administrators are responsive to school needs.	3	33	25	21	8	9
12. Central office administrators provide quality service to schools.	4	33	27	19	8	10

Legend:
SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Williamsburg-James City County Public Schools Operations

	District Program/ Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a.	Budgeting	0	14	35	27	3	21
b.	Strategic planning	0	10	31	33	5	20
c.	Curriculum planning	0	14	34	36	8	8
d.	Financial management and accounting	0	6	21	34	7	33
e.	Community relations	0	14	35	35	8	7
f.	Program evaluation, research, and assessment	0	10	30	35	6	18
g.	Instructional technology	0	11	28	40	17	5
h.	Pupil accounting	0	7	20	36	3	33
i.	Instructional coordination/ supervision	0	9	29	46	4	11
j.	Instructional support	0	13	36	39	7	5
k.	Special Education	1	19	31	32	8	8
l.	Personnel recruitment	0	17	22	29	6	26
m.	Personnel selection	0	14	23	36	5	22
n.	Personnel evaluation	0	14	26	47	5	8
o.	Staff development	4	21	30	37	6	2
p.	Data processing	1	4	14	32	4	45
q.	Purchasing	0	2	17	33	2	45
r.	Plant maintenance	0	6	18	36	8	32
s.	Facilities planning	1	18	20	27	3	32
t.	Transportation	0	9	24	40	8	19
u.	Custodial services	0	12	22	42	14	10
v.	Risk management	0	3	12	29	3	52
w.	Administrative technology	0	3	12	31	5	48
x.	Grants administration	0	5	13	26	3	52

PART H: General Questions

1.   The overall operation of Williamsburg-James City County Public Schools is:

Highly efficient   6%
Above average in efficiency   44
Average in efficiency   42
Less efficient than most other school districts   3
Don't know   5

2.   The operational efficiency of Williamsburg-James City County Public Schools could be improved by:

Outsourcing some support services   13%
Offering more programs   17
Offering fewer programs   10
Increasing the number of administrators   14
Reducing the number of administrators   12
Increasing the number of teachers   67
Reducing the number of teachers   1
Increasing the number of support staff   53
Reducing the number of support staff   1
Increasing the number of facilities   70
Reducing the number of facilities   0
Rezoning schools   41
Other   8