

# Efficiency Review Of Chesterfield County Public Schools FINAL



An award-winning school system in central Virginia

Submitted by:



**March 26, 2010**

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**Efficiency Review  
Of  
Chesterfield County Public Schools  
FINAL**

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**Submitted by:**



**OF AMERICA, INC.  
2123 Centre Pointe Boulevard  
Tallahassee, Florida 32308**

**March 26, 2010**



**ATTACHMENT 12 – FACT VERIFICATION FORM**

**MGT’S FINAL REPORT REVIEW**

**FOR CHESTERFIELD COUNTY PUBLIC SCHOOLS**

**This document serves to verify that Chesterfield County Public Schools staff and Superintendent Newsome have read the final report submitted by MGT of America, Inc. titled *Chesterfield County Public Schools Efficiency Review*, that all factual errors have been corrected, and that to our knowledge, the report contains no factual errors.**

  
Signed

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Title  
Superintendent

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Date March 16, 2010

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## ***EXECUTIVE SUMMARY***

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## **EXECUTIVE SUMMARY**

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

In September 2009, MGT of America, Inc. (MGT), was awarded a contract to conduct an efficiency review of Chesterfield County Public Schools (CCPS). As stated in the Request for Proposal (RFP), the purpose of the study is to conduct an external review of the efficiency of various offices and operations within the division and to present a final report of the findings, commendations, recommendations, and projected costs and/or cost savings associated with the recommendations.

### ***Overview of Chesterfield County Public Schools***

Originally part of Henrico County, Chesterfield was established in 1749. Through the 1900s, Chesterfield County thrived as a mostly rural area. Today, Chesterfield County has 25 communities, over 1,000 neighborhoods, and a population of 311,000 (2008 Planning Department estimates).

According to the Chesterfield Chamber of Commerce Web site, Chesterfield is the home of many "firsts". It claims the first hospital, first incorporated town, first gravity-fed railroad, first school for the deaf, and the home place of the originators of Father's Day. In 2008, Chesterfield County was named one of the country's 100 Best Communities for Young People for the third year in a row.

With more than 59,000 students, CCPS is among the 100 largest school districts in the nation and the fourth largest in Virginia. According to the division Web site, Chesterfield is the largest school system to have every school accredited by the Virginia Department of Education, and student pass rates on Virginia's Standards of Learning tests routinely surpass state averages. For the third straight year, the division made adequate yearly progress under No Child Left Behind.

Chesterfield has the lowest cost per student when compared to Virginia localities with 100,000 or more residents, according to the county's internal auditor. Standard & Poor's compared reading and math proficiency with money spent and determined that Chesterfield schools are extremely effective; the division ranks third among 15 of Virginia's largest localities according to the county Web site.

Chesterfield has 78 National Board certified teachers, four Blue Ribbon Schools, and 1,973 teachers with master's degrees. Chesterfield schools, students and staff members continually receive local, state and national recognition. According to the division Web site, three schools — James River High, Clover Hill Elementary and Robious Elementary — are National Blue Ribbon Schools of Excellence. The Milken Family Foundation has honored three Chesterfield teachers with National Educator Awards worth \$25,000.

Chesterfield County has 64 schools; 38 elementary schools (grades K-5), 14 middle schools (grades 6-8), 11 high schools (grades 9-12) and one technical center. Of the 4,294 graduates in the class of 2008, 53 percent earned advanced diplomas and 85 percent planned to continue their education.

According to the school division Web site, the CCPS 2008-09 operating budget is \$594.5 million (per-pupil cost \$9,903) and includes these initiatives: a school readiness program for 4-year-olds at several schools; expansion of world language instruction in elementary schools; algebra for every student during their middle school years; encouragement for more high school students to enroll in Advanced Placement and dual enrollment classes or to pursue courses leading to an industry certification; and safety nets for struggling students.

The Commonwealth of Virginia faced a nearly \$4 billion shortfall in projected revenue in its 2010 fiscal year. Chesterfield County's portion of the state cuts was approximately \$29 million. Of the county shortfalls, \$14.8 million was proposed to be cut from school funding. Departments and schools developed a budget request based on 20 percent reductions. According to the CCPS Web site, areas examined for possible reduction were efficiencies in operations (energy, transportation, facilities, etc.), department staffing, any initiatives begun in the last 3 years, and existing programs and service levels.

The CCPS school board held three work sessions and a public hearing to receive input from the community regarding cuts. The General Assembly appropriated funding from the ARRA (federal stimulus) prior to adjournment on February 28, 2009. The school board was able to gain approximately \$20 million in the superintendent's operating fund proposal and take advantage of additional federal grants as well.

The school board meets on the second and fourth Tuesdays of most months. Regular meetings begin at 7 p.m. in the public meeting room, and are shown live locally. The School Board also holds public engagement sessions and quarterly work sessions that are open to the public. CCPS is headed by a superintendent, who reports to the School Board, and four assistant superintendents (instructional support, instructional administration, business and finance, human resources and facilities).

CCPS strives for continuous improvement by working towards, the school board's vision which states every school will be "a thriving, dynamic and inspiring educational environment that produces self-directed learners with 21st-century skills and stimulates citizens of all ages to trust in, invest in, and benefit from public schools."

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



### **Review Methodology**

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

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

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

**NOTE:** MGT was engaged by the Virginia Department of Planning and Budget (DPB) to perform the efficiency review of CCPS. As directed by the DPB RFP requirements for this project, our charge was to “provide an objective review of the efficiency of non-instructional services. The overall goals of this endeavor are 1) to identify opportunities to reduce costs in non-instructional areas to allow the division to channel any such savings into instruction, and 2) to identify best practices followed by the division that may be shared with other divisions statewide.” MGT has identified such opportunities for cost savings based on our nationally recognized experience, best practices, peer division data, and industry standards. While we believe we have a strong understanding of the culture and values held by staff and stakeholders in Chesterfield County, we must fulfill the RFP requirements—seeking ways the division might choose to channel savings into instruction. With ever-fluctuating federal, state, and local revenue streams, CCPS (along with divisions throughout the Commonwealth) are faced with difficult budget decisions.

As resources may diminish, it is critical that MGT fulfill its role in presenting to CCPS our expert analyses on opportunities to redirect costs. It is the division's leadership who must ultimately make those tough decisions. It is MGT's goal to provide the division's leadership with an independent assessment of the division's processes against a set of proven criteria and experience in education.

### **Review of Existing Records and Data Sources**

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

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

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

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

On October 12-13, 2009, the MGT project director and one additional team member conducted a diagnostic visit at CCPS. The two-day visit included over 20 interviews (the superintendent, central office administrators, principals, and members of the school board).

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

### **Online Survey**

MGT administered an online survey to all CCPS central office administrators, principals/assistant principals, and classroom teachers. The surveys were available from October 19 - 31, 2009. When the survey period closed, 65 percent of the central office administrators, 64 percent of the principals/assistant principals, and 31 percent of the teachers had completed the survey.

MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of CCSD, the response rates for teachers met the standard, while the response rates for administrators and principals were below this standard. The survey results are located in **Appendix A** of this report.

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

### **Onsite Review**

MGT conducted the onsite review of CCPS from November 9 – 13, 2009. The visits included interviews with numerous administrators at the schools and central office and interview/ focus groups with many classifications of employees including food service, technology, transportation, custodial, and instructional assistants.

The MGT team visited 68 of the division schools at least once during the onsite weeks.

On November 11, 2009, MGT held a community open house for two and a half hours at the Fulghum Center and 4 people attended the event. MGT also received a few anonymous comments via the online forum.

Overall, the site visit ran smoothly and the superintendent and staff ensured that the MGT team members received data and scheduled interviews necessary to conduct the field work. The project director conducted a fieldwork debriefing with the superintendent on November 13, 2009. The debriefing covered activities for the week and an overview of commendations and potential areas for recommendations.

### **Peer Divisions**

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

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

Based on the characteristics of CCPS, the following peer divisions were selected and agreed upon: Chesapeake City, Henrico County, Prince William County, and Virginia Beach City. MGT is required by the RFP to use the Virginia Department of Education and other peer data from these divisions to make comparisons throughout the chapters of this report. A peer comparison chapter is located in **Appendix B** of the report.

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

**Overview of Final Report**

MGT’s final report is organized into 9 chapters. **Chapters 1.0** through **8.0** present the results of the school division efficiency review of CCPS. Findings, commendations, and recommendations are presented for each operational area reviewed. Each chapter analyzes a specific function within the school division based on the current organizational structure. The following data on each function are included:

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

In **Chapter 9.0**, the report concludes with a summary of the fiscal impact of the review recommendations. **Appendix A** presents the results of the MGT-administered surveys of central office administrators, principals/assistant principals, and teachers. **Appendix B** presents a comparison of CCPS with selected peer divisions.

**Commendations**

Overall, MGT identified 58 commendations for exemplary practices by the division. The detailed findings for each commendation appear in the full report in **Chapters 1.0** through **8.0**. The following are the commendations for which CCPS is recognized.

CHAPTER	COMMENDATIONS
<b>1</b>  <b>Division Administration</b>	<p>The school board, superintendent, administration, and staff are commended for developing a comprehensive, electronically transmitted meeting agenda information packet and establishing BoardDocs as a modern system for maintaining and accessing related information (<b>Commendation 1-A</b>).</p> <p>The school board and superintendent are commended for developing a system of board-superintendent communications designed to minimize misunderstandings and ensure that the board’s expectations are met (<b>Commendation 1-B</b>).</p> <p>The school board and the clerk to the school board are commended for developing a comprehensive governance board handbook (<b>Commendation 1-C</b>).</p> <p>The school board, board of supervisors, county administration, other agencies, and the division administration are commended for participating in shared services to conserve taxpayer resources (<b>Commendation 1-D</b>).</p> <p>The superintendent is commended for initiating a broad-based superintendent’s multicultural advisory committee established to provide the administration essential insights into cultural</p>

CHAPTER	COMMENDATIONS
	<p>differences confronting the school division (<b>Commendation 1-E</b>).</p> <p>The school board, superintendent, central office administration and support personnel, and school-based personnel are commended for the development and implementation of a viable strategic plan, the <i>Design for Excellence</i> and focusing on its implementation (<b>Commendation 1-F</b>).</p> <p>Chesterfield County Public Schools school board and administration are commended for developing a comprehensive community relations department and public information system (<b>Commendation 1-G</b>).</p> <p>CCPS is commended for effective administrative staffing of schools (<b>Commendation 1-H</b>).</p> <p>The Web site for CCPS provides a wealth of division information for parents, students, and other stakeholders (<b>Commendation 1-I</b>).</p>
<p style="text-align: center;">2</p> <p style="text-align: center;"><b>Financial Management</b></p>	<p>CCPS participates with Chesterfield County in providing consolidated finance related functions which produce efficiencies and cost savings for county taxpayers (<b>Commendation 2-A</b>).</p> <p>The division maintains an exceptional grants program that ensures expenditures are made in compliance with grant provisions and reimbursements are made in a timely manner (<b>Commendation 2-B</b>).</p> <p>The division assembles and uses the superintendent’s budget advisory council to provide broad-based input into the division’s budget development process (<b>Commendation 2-C</b>).</p> <p>CCPS is commended for the acquisition of an automated textbook management system that will enable centralized management of its investment in textbooks. (<b>Commendation 2-D</b>).</p> <p>The division’s student activity fund program provides detailed instructions to schools, a monthly oversight by the finance office, and inclusion of the county’s internal auditor in annual audits (<b>Commendation 2-E</b>).</p> <p>The financial office documents step-by-step desk procedures for the payroll office staff and makes them available on the office server (<b>Commendation 2-F</b>).</p> <p>The division shares purchasing and accounts payable functions</p>

CHAPTER	COMMENDATIONS
	<p>with the county (<b>Commendation 2-G</b>).</p> <p>CCPS requires all technology equipment and software purchases to be approved by the division’s technology department to help ensure purchases are compatible with existing technology resources and are made from the appropriate vendor (<b>Commendation 2-H</b>).</p>
<p><b>3</b></p> <p><b>Personnel and Human Resource Management</b></p>	<p>The human resources department provides outstanding customer service and support throughout the division (<b>Commendation 3-A</b>).</p> <p>The human resources department regularly reviews and revises departmental workflow processes, transactions, and procedures to improve efficiency of operations and delivery of services (<b>Commendation 3-B</b>).</p> <p>The human resources department reviews and revises policies and regulations annually and posts them on the division Web site, which provides easy access to staff, employees, parents, and the community (<b>Commendation 3-C</b>).</p> <p>The human resources department maintains employee personnel files in a neat, orderly, well organized, and secure environment (<b>Commendation 3-D</b>).</p> <p>The human resources department has developed a manual that provides relevant employment information to employees in a concise and easily understood format (<b>Commendation 3-E</b>).</p> <p>The human resources department is commended for the development, regular review, and dissemination of well-written position and classification descriptions (<b>Commendation 3-F</b>).</p> <p>The human resources department works closely with principals and supervisors to recruit and staff all teacher and support staff vacancies on a timely basis (<b>Commendation 3-G</b>).</p> <p>CCPS is committed to providing competitive salaries and developing a salary and compensation structure that is easily understood and applied as well as consistently maintained for both internal equity and external competitiveness (<b>Commendation 3-H</b>).</p> <p>The division assigns appropriate overtime eligibility status to all classifications of employees and holds supervisors and employees accountable for appropriate authorization and management of overtime (<b>Commendation 3-I</b>).</p> <p>The compensation and benefits office provides efficient and</p>

CHAPTER	COMMENDATIONS
	<p>cost-effective expertise and services to employees and retirees regarding health, wellness, and retirement benefits (<b>Commendation 3-J</b>).</p> <p>CCPS is implementing initiatives to control rising health insurance costs while at the same time providing wellness programs and incentives to improve the health of its employees (<b>Commendation 3-K</b>).</p> <p>The professional development office develops annual needs-based priorities, reporting accomplishments and providing programs to support schools and departments (<b>Commendation 3-L</b>).</p> <p>CCPS develops and implements research-based professional growth, evaluation and development instruments, and processes and procedures to improve the capacity and ensure the accountability of its workforce (<b>Commendation 3-M</b>).</p>
<p style="text-align: center;"><b>4</b></p> <p><b>Education Service Delivery</b></p>	<p>CCPS has developed and implemented a systemic tier-leveled school improvement planning process, tailoring services based on individual schools' needs (<b>Commendation 4-A</b>).</p> <p>The department of instructional support had made strides to increase the number of minority students taking and passing Advanced Placement (AP) and International Baccalaureate (IB) Exams (<b>Commendation 4-B</b>).</p> <p>The department of instructional support is commended for creating and implementing a highly successful and state recognized Standards of Learning Summer Academy program that provides intense tutoring for high school students (<b>Commendation 4-C</b>).</p> <p>CCPS provides instruction through online technologies to elementary, middle, and high school students with special circumstances (<b>Commendation 4-D</b>).</p> <p>CCPS is commended for special education initiatives which provide the vision and direction to move toward more inclusive approaches to services to students with disabilities (<b>Commendation 4-E</b>).</p> <p>The parent resource center provides a valuable service to parents who need to learn about the process of special education, research information about their child's disabilities, and seek guidance on dispute resolution options (<b>Commendation 4-F</b>).</p> <p>The division has developed comprehensive manuals on special</p>

CHAPTER	COMMENDATIONS
	<p>education procedural requirements and for the development of appropriate and compliant IEPs (<b>Commendation 4-G</b>).</p> <p>The school division has established and implemented criteria for use in eligibility for special education and related services (<b>Commendation 4-H</b>).</p> <p>The school division assigns special education coordinators to schools to provide leadership and supervision (<b>Commendation 4-I</b>).</p>
<p style="text-align: center;"><b>5</b></p> <p><b>Facilities Use and Management</b></p>	<p>CCPS is commended for developing accurate annual enrollment projections (<b>Commendation 5-A</b>).</p> <p>The division is commended for employing an effective capacity model and updating the rating of each school building each year (<b>Commendation 5-B</b>).</p> <p>CCPS is commended for developing and employing a highly efficient and reliable attendance area boundary management technique (<b>Commendation 5-C</b>).</p> <p>CCPS is commended for using prototype school designs for new construction (<b>Commendation 5-D</b>).</p> <p>CCPS is commended for effective management of construction projects as exemplified by controlling change orders on projects (<b>Commendation 5-E</b>).</p> <p>The division's implementation of digital technology to reduce waste in the deployment of staff resources is commendable (<b>Commendation 5-F</b>).</p>
<p style="text-align: center;"><b>6</b></p> <p><b>Transportation</b></p>	<p>The division utilizes an excellent position description template for transportation services (<b>Commendation 6-A</b>).</p> <p>The area assistant director for Area 4 and staff have developed an excellent internal procedure manual (<b>Commendation 6-B</b>).</p> <p>The transportation department has developed an outstanding procedure manual and handbook for bus drivers (<b>Commendation 6-C</b>).</p> <p>The transportation department's safety and training program is exemplary (<b>Commendation 6-D</b>).</p> <p>The memorandum of understanding for the provision of fleet maintenance and repair services between the county and the school division is exemplary (<b>Commendation 6-E</b>).</p>



CHAPTER	COMMENDATIONS
<p style="text-align: center;">7</p> <p><b>Food Services</b></p>	<p>CCPS food service department is commended for its above average standard for computing meals per labor hour, which has resulted in substantial cost savings (<b>Commendation 7-A</b>).</p> <p>The food service department is commended for developing a menu to meet the nutritional needs of a growing number of students with special dietary needs (<b>Commendation 7-B</b>).</p> <p>The food service department is commended for creating a self-sufficient operation that contributes to the overall financial well being of the division (<b>Commendation 7-C</b>).</p>
<p style="text-align: center;">8</p> <p><b>Technology Management</b></p>	<p>Technology services for the division are organized in a highly-efficient manner (<b>Commendation 8-A</b>).</p> <p>CCPS has implemented a server and network assessment process (<b>Commendation 8-B</b>).</p> <p>CITE is an innovative approach to providing technology skills through the use of workshops and sessions for CCPS (<b>Commendation 8-C</b>).</p> <p>CCPS provides extensive training and tracks completion for division staff (<b>Commendation 8-D</b>).</p> <p>CCPS has implemented an online school that serves division students as well as those from surrounding areas (<b>Commendation 8-E</b>).</p>

**Recommendations**

Overall, MGT identified 78 recommendations for improving division operations. The detailed findings for each recommendation appear in the full report in **Chapters 1.0** through **8.0**. The recommendations for improvement include the following.

CHAPTER	RECOMMENDATIONS
<p style="text-align: center;">1</p> <p><b>Division</b></p>	<p>Immediately develop a succession plan and schedule for key administrative support positions including the deputy board clerk and superintendent’s administrative assistant (<b>Recommendation 1-1</b>).</p> <p>Continue to develop and refine the board governance handbook and ensure that it includes detailed information related to the chair’s responsibilities and duties (<b>Recommendation 1-2</b>).</p> <p>Create a schedule for school board professional development that is related to the board governance handbook and adopted</p>

CHAPTER	RECOMMENDATIONS
<p><b>Administration</b></p>	<p><i>Design for Excellence</i> strategic plan (<b>Recommendation 1-3</b>).</p> <p>Complete the revision of the policy manual and establish a cyclical review and revision schedule (<b>Recommendation 1-4</b>).</p> <p>Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents, and create a series of hot links on the Web site from the manual to the cited documents or procedures or state the office of location (<b>Recommendation 1-5</b>).</p> <p>Evaluate internal and external legal services and establish a contract with an outside legal firm(s) (<b>Recommendation 1-6</b>).</p> <p>Develop an interlocal agreement with other school divisions for employing legal counsel for special education and to handle Section 504, IDEA and related matters (<b>Recommendation 1-7</b>).</p> <p>Reorganize the central office (<b>Recommendation 1-8</b>).</p> <p>Assign coordination and monitoring of school-level Web sites and the cable television office to the community relations department and develop and implement effective procedures to ensure the maximum utilization of cable television for public information and coordination with the instructional support division (<b>Recommendation 1-9</b>).</p> <p>Train key administrative assistant and secretarial/clerical personnel in and require utilization of the conference room scheduling features of Microsoft Outlook (<b>Recommendation 1-10</b>).</p> <p>Ensure that the calendars of the superintendent’s direct reports are accessible through Microsoft Outlook by all direct reports and the superintendent’s staff (<b>Recommendation 1-11</b>).</p> <p>Identify an administrative support position in the superintendent’s executive organization and assign responsibility for coordinating support personnel vacation schedules, identifying needed training, and ensuring appropriate cross-training of essential responsibilities (<b>Recommendation 1-12</b>).</p> <p>Review and adopt a revised elementary school staffing plan for assistant principals and administrative assistants (<b>Recommendation 1-13</b>).</p> <p>Refine the school walkthrough process and train a cadre of professional personnel in the process (<b>Recommendation 1-14</b>).</p>

CHAPTER	RECOMMENDATIONS
<p><b>2</b></p> <p><b>Financial Management</b></p>	<p>Obtain reimbursement from the Appomattox Regional Governor’s School for costs incurred in performing fiscal agent duties (<b>Recommendation 2-1</b>).</p> <p>Improve the division’s budget document and submit for review to the Association of School Business Officials and the Government Finance Officers Association for continued improvement (<b>Recommendation 2-2</b>).</p> <p>Develop summary and easily understood financial reports for the school board and train members on how to interpret the information (<b>Recommendation 2-3</b>).</p> <p>Establish a date to complete entering all textbooks into the automated textbook management system and hold staff accountable for meeting the completion date (<b>Recommendation 2-4</b>).</p> <p>Develop a user manual for textbook management that includes standard guidelines for all schools and provide training for all users (<b>Recommendation 2-5</b>).</p> <p>Finalize documenting desk procedures for all finance and management and budget office staff and place them on the office servers for easy reference (<b>Recommendation 2-6</b>).</p> <p>Identify all critical functions performed by finance office and management and budget office staff and document procedures in a comprehensive procedures manual (<b>Recommendation 2-7</b>).</p> <p>Develop a user manual for school and department staff to assist them in completing finance and budget related duties (<b>Recommendation 2-8</b>).</p>
<p><b>3</b></p> <p><b>Personnel and Human Resource Management</b></p>	<p>Revise the existing human resources departmental plans to alignment with the <i>Design for Excellence</i> continuous improvement model to include mission critical performance improvement goals, objectives, strategies and action plans, key performance measures, and results monitoring and reporting (<b>Recommendation 3-1</b>).</p> <p>Implement “applicant online”, the integrated human resources applicant tracking module in the IFAS system application (<b>Recommendation 3-2</b>).</p> <p>Develop a plan and cost analysis to implement an electronic document management system and convert all personnel files to an electronic format (<b>Recommendation 3-3</b>).</p> <p>Provide an updated employee manual on an annual basis</p>

CHAPTER	RECOMMENDATIONS
	<p>(<b>Recommendation 3-4</b>).</p> <p>Develop and implement an enhanced strategic comprehensive teacher and employee recruitment and retention plan designed to increase both the number and the diversity of applicants and to provide workplace enhancements to increase employee satisfaction (<b>Recommendation 3-5</b>).</p> <p>Consider development and implementation of an incentive plan to encourage teacher attendance through utilization of substitute teacher funds (<b>Recommendation 3-6</b>).</p> <p>Develop a financial plan to manage the annual cost and unfunded liability of the supplemental retirement program (<b>Recommendation 3-7</b>).</p>
<p style="text-align: center;"><b>4</b></p> <p><b>Education Service Delivery</b></p>	<p>Reorganize the department of instructional administration and the department of instructional support into a single department under a chief academic officer (<b>Recommendation 4-1</b>).</p> <p>Decrease elementary school secretary/clerical positions (<b>Recommendation 4-2</b>).</p> <p>Coordinate the job responsibilities of the reading specialists and the reading teachers and conduct an elementary reading program evaluation (<b>Recommendation 4-3</b>).</p> <p>Increase driver education fees to the maximum allowable for reimbursement by the state (<b>Recommendation 4-4</b>).</p> <p>Eliminate duplicate data entry by designing and implementing a cross-over between student data software used to report the annual child count to the state and Welligent software for special education IEP development and student information (<b>Recommendation 4-5</b>).</p> <p>Eliminate the four middle and high school special education liaison positions and transfer responsibilities directly to the site-based special education coordinators (<b>Recommendation 4-6</b>).</p> <p>Reassign the six elementary special education liaisons to serve as site-based special education coordinators (<b>Recommendation 4-7</b>).</p> <p>Transfer the psychologists, psychologist interns, and educational diagnosticians to the office of exceptional education (<b>Recommendation 4-8</b>).</p> <p>Develop and implement a formula based on the number of special education students to assign special education</p>

CHAPTER	RECOMMENDATIONS
	<p>coordinators to schools (<b>Recommendation 4-9</b>).</p> <p>Design and implement a formula for teacher and para-educator assignments that considers a mix of Level 1 and Level 2 students and assumes the majority will require services for less than 50 percent of the day (<b>Recommendation 4-10</b>).</p> <p>Develop a system for requesting additional staff that is based on data related to specific student needs (<b>Recommendation 4-11</b>).</p> <p>Develop and implement alternatives to collaborative teaching (such as consulting teaching) to provide more effective inclusive services to students (<b>Recommendation 4-12</b>).</p> <p>Develop and implement guidelines, including periodic checks, on the effective use of e-mail for communication related to specific students (<b>Recommendation 4-13</b>).</p> <p>Develop and implement guidelines and direction for the use of student intervention teams and child study teams (<b>Recommendation 4-14</b>).</p> <p>Develop and implement a process for securing Medicaid reimbursement for eligible services (<b>Recommendation 4-15</b>).</p>
<p style="text-align: center;"><b>5</b></p> <p><b>Facilities Use and Management</b></p>	<p>Reduce the number of assistant directors reporting directly to the director of facilities (<b>Recommendation 5-1</b>).</p> <p>Revise job descriptions for all assistant directors of facilities services positions in conjunction with realignment of facilities department staff (<b>Recommendation 5-2</b>).</p> <p>Implement a comprehensive long-range facilities master plan (<b>Recommendation 5-3</b>).</p> <p>Adjust attendance area boundaries for elementary schools and middle schools to reduce the variations in utilization rates (<b>Recommendation 5-4</b>).</p> <p>Include LEED certification as a contract requirement when procuring architectural and engineering services for the next round of new school construction (<b>Recommendation 5-5</b>).</p> <p>Review maintenance costs and target a reduction of 7 percent (<b>Recommendation 5-6</b>).</p> <p>Charge the costs of repair parts for kitchen equipment to the food services department's operating budget (<b>Recommendation 5-7</b>).</p> <p>Formalize, document, and compile those standard procedures</p>

CHAPTER	RECOMMENDATIONS
	<p>which enable efficiency and accountability in delivering facilities support services in CCPS (<b>Recommendation 5-8</b>).</p> <p>Conduct and track reports of an anonymous Web-based comprehensive survey of all principals and other administrators, during the summer break, on their satisfaction with facilities services (<b>Recommendation 5-9</b>).</p> <p>Complete implementation of SchoolDude’s facilities scheduling program prior to September 1, 2010, with training completed by August 27, 2010 (<b>Recommendation 5-10</b>).</p> <p>Maintain current funding and staffing levels for custodial services (<b>Recommendation 5-11</b>).</p> <p>Implement a 10-year energy management improvement plan (<b>Recommendation 5-12</b>).</p> <p>Implement a schedule of monthly meetings between the facilities director and the county’s energy manager to discuss energy management issues and energy management projects planning (<b>Recommendation 5-13</b>).</p> <p>Determine the energy efficiency ranking of the elementary school, the middle school, and the high school identified by CCPS facilities staff as the most energy efficient by using the assessment protocol at <a href="http://www.energystar.gov">www.energystar.gov</a> (<b>Recommendation 5-14</b>).</p> <p>Implement an energy conservation education program for administrators, teachers, and all support staff that is incorporated in the normal daily routine (<b>Recommendation 5-15</b>).</p>
<p style="text-align: center;"><b>6</b></p> <p><b>Transportation</b></p>	<p>Complement the school bus driver’s handbook with documented procedures to govern the operation of the area offices (<b>Recommendation 6-1</b>).</p> <p>Draft and incorporate new school board policies for transportation that cover several key transportation parameters currently missing from the policy, or that explicitly grants authority for establishing these parameters to the superintendent or designee (<b>Recommendation 6-2</b>).</p> <p>Align school board policy and standard operating practice for allowable walk distances to school (<b>Recommendation 6-3</b>).</p> <p>Design and implement a regular program of performance measurement and monitoring, in conjunction with the recommended timeline for the implementation of routing software</p>

CHAPTER	RECOMMENDATIONS
	<p>(<b>Recommendation 6-4</b>).</p> <p>Develop a manageable timeline and specific plan for the transition to the use of routing software and related technology (<b>Recommendation 6-5</b>).</p> <p>Redesign special trip planning, management, and accounting processes (<b>Recommendation 6-6</b>).</p> <p>Promptly and properly execute the memorandum of understanding for the provision of fleet maintenance and repair services between the Chesterfield County School Board and the Chesterfield County Board of Supervisors (<b>Recommendation 6-7</b>).</p> <p>Develop a comprehensive and sustainable bus fleet replacement program (<b>Recommendation 6-8</b>).</p>
<p><b>7</b></p> <p><b>Food Services</b></p>	<p>Reorganize the food service department to effectively utilize staff (<b>Recommendation 7-1</b>).</p> <p>Create an aggressive marketing plan involving students, parents, teachers, food services staff, and members of the community to increase participation (<b>Recommendation 7-2</b>).</p> <p>Utilize staggered meal service times to increase revenue and student participation (<b>Recommendation 7-3</b>).</p> <p>Consider participation in the National School Lunch Program in secondary schools (<b>Recommendation 7-4</b>).</p> <p>Develop and analyze a school nutrition program budget to fulfill financial goals (<b>Recommendation 7-5</b>).</p> <p>Create a plan to reduce the excess fund balance through program enhancements and improvements (<b>Recommendation 7-6</b>).</p>
<p><b>8</b></p> <p><b>Technology Management</b></p>	<p>Increase the number of senior microcomputer analysts once funding levels have improved for a more efficient staffing structure (<b>Recommendation 8-1</b>).</p> <p>Ensure that wireless technology is properly funded and included throughout the schools and in the administrative office buildings (<b>Recommendation 8-2</b>).</p> <p>Implement the electronic help desk using all components and train all users throughout the division on how to properly request help (<b>Recommendation 8-3</b>).</p> <p>Encourage the participation of the National School Lunch Program (NSLP) and the School Breakfast Program (SBP) in</p>

CHAPTER	RECOMMENDATIONS
	secondary schools to take advantage of leveraging the data for additional eRate funds ( <b>Recommendation 8-4</b> ).

**Fiscal Impact**

Based on the analyses of data obtained from interviews, community input, state and school division documents, CCPS, and first-hand observations during the review, MGT developed 77 recommendations, of which 21 have fiscal implications. It is important to note that some of the fiscal impacts could not be specifically quantified, however, based on a number of conditions could result in additional cost savings. For example, **Recommendation 4-15** to develop and implement a process for securing Medicaid reimbursements could generate a million dollars or more if implemented.

As shown in **Exhibit 1**, full implementation of the recommendations in this report over a five-year period would generate gross savings of \$25,063,780; gross costs for the same period would equal \$2,486,488. Including a one-time cost of \$10,120, there could be a **net five-year savings of \$22,567,172**.

It is important to note that many of the recommendations MGT made without specifying a fiscal impact are also expected to result in a net cost savings to CCPS, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2009-10 dollars and do not reflect increases due to salary or inflation adjustments.

**EXHIBIT 1  
SUMMARY OF ANNUAL SAVINGS AND COSTS**

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
GROSS SAVINGS	\$5,012,756	\$5,012,756	\$5,012,756	\$5,012,756	\$5,012,756	\$25,063,780
GROSS (COSTS)	(\$432,248)	(\$558,248)	(\$319,248)	(\$588,372)	(\$588,372)	(\$2,486,488)
TOTAL GROSS SAVINGS (COSTS)	\$4,580,508	\$4,454,508	\$4,693,508	\$4,424,384	\$4,424,384	\$22,577,292
ONE-TIME SAVINGS (COSTS)						(\$10,120)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$22,567,172



## **1.0 DIVISION ADMINISTRATION**

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## 1.0 DIVISION ADMINISTRATION

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

- 1.1 School Board Governance
- 1.2 Policies and Procedures
- 1.3 Legal Services
- 1.4 Shared Services
- 1.5 Organization and Management
- 1.6 Administration of Division Schools

### CHAPTER SUMMARY

The MGT review of the division's organization and management includes an examination of the school board governance and its responsibility for policies and legal services. The review examines shared services, the division's central office organization and management, planning, communications, and the administrative staffing of schools.

Contained within this chapter are commendations for actions and activities associated with division management. Commendations within this chapter are as follows:

- The school board, superintendent, administration, and staff are commended for developing a comprehensive, electronically transmitted meeting agenda information packet and establishing BoardDocs as a modern system for maintaining and accessing related information (**Commendation 1-A**).
- The school board and superintendent are commended for developing a system of board-superintendent communications designed to minimize misunderstandings and ensure that the board's expectations are met (**Commendation 1-B**).
- The school board and the clerk to the school board are commended for developing a comprehensive governance board handbook (**Commendation 1-C**).
- The school board, board of supervisors, county administration, other agencies, and the division administration are commended for participating in shared services to conserve taxpayer resources (**Commendation 1-D**).
- The superintendent is commended for initiating a broad-based superintendent's multicultural advisory committee established to provide the administration essential insights into cultural differences confronting the school division (**Commendation 1-E**).
- The school board, superintendent, central office administration and support personnel, and school-based personnel are commended for the development and implementation of a viable strategic plan, the *Design for Excellence* and focusing on its implementation (**Commendation 1-F**).

- Chesterfield County Public Schools school board and administration are commended for developing a comprehensive community relations department and public information system (**Commendation 1-G**).
- CCPS is commended for effective administrative staffing of schools (**Commendation 1-H**).
- The Web site for CCPS provides a wealth of division information for parents, students, and other stakeholders (**Commendation 1-I**).

The following recommendations are contained in this chapter:

- Immediately develop a succession plan and schedule for key administrative support positions including the deputy board clerk and superintendent's administrative assistant (**Recommendation 1-1**).
- Continue to develop and refine the board governance handbook and ensure that it includes detailed information related to the chair's responsibilities and duties (**Recommendation 1-2**).
- Create a schedule for school board professional development that is related to the board governance handbook and adopted *Design for Excellence* strategic plan (**Recommendation 1-3**).
- Complete the revision of the policy manual and establish a cyclical review and revision schedule (**Recommendation 1-4**).
- Create a policy provision containing a listing of existing procedural manuals, handbooks, and planning documents, and create a series of hot links on the Web site from the manual to the cited documents or procedures or state the office of location (**Recommendation 1-5**).
- Evaluate internal and external legal services and establish a contract with an outside legal firm(s) (**Recommendation 1-6**).
- Develop an interlocal agreement with other school divisions for employing legal counsel for special education and to handle Section 504, IDEA and related matters (**Recommendation 1-7**).
- Reorganize the central office (**Recommendation 1-8**).
- Assign coordination and monitoring of school-level Web sites and the cable television office to the community relations department and develop and implement effective procedures to ensure the maximum utilization of cable television for public information and coordination with the instructional support division (**Recommendation 1-9**).
- Train key administrative assistant and secretarial/clerical personnel in, and require utilization of, the conference room scheduling features of Microsoft Outlook (**Recommendation 1-10**).

- Ensure that the calendars of the superintendent's direct reports are accessible through Microsoft Outlook by all direct reports and the superintendent's staff (**Recommendation 1-11**).
- Identify an administrative support position in the superintendent's executive organization and assign responsibility for coordinating support personnel vacation schedules, identifying needed training, and ensuring appropriate cross-training of essential responsibilities (**Recommendation 1-12**).
- Review and adopt a revised elementary school staffing plan for assistant principals and administrative assistants (**Recommendation 1-13**).
- Refine the school walkthrough process and train a cadre of professional personnel in the process (**Recommendation 1-14**).

### **Introduction**

Chesterfield County Public Schools (CCPS), the fourth largest division in Virginia, consists of 38 elementary schools, 15 middle schools, 12 high schools and one technical center. In addition, the high schools contain specialty centers. CCPS serves nearly 60,000 students and employs nearly 7,000 teachers.

The school board's stated vision is that every school is "a thriving, dynamic and inspiring educational environment that produces self-directed learners with 21st-century skills and stimulates citizens of all ages to trust in, invest in and benefit from public schools" by concentrating on the five goals of the *Design for Excellence* strategic plan:

1. Academic excellence for all students.
2. Safe, supportive and nurturing learning environments.
3. Knowledgeable and competent workforce.
4. Community investment.
5. Effective and efficient system management.

The mission of CCPS is to work in partnership with students, families and the community to ensure that each student acquires the knowledge, skills and core values necessary to achieve personal success and to enrich the community.

Conditions in the division of importance to this review include:

- The largest Virginia school system to have every school accredited by the Virginia Department of Education, and student pass rates on Virginia standards of learning (SOL) tests routinely surpass state averages.
- For the third straight year, the division made adequate yearly progress under *No Child Left Behind*.
- Having absorbed over a \$30 million reduction in revenue for the 2009-10 school year and confronting a \$20 million or more shortfall in revenue for 2010-11.
- Dealing with some schools that are significantly under enrolled.

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

**1.1 School Board Governance**

The educational system in CCPS is the result of Commonwealth of Virginia legislation authorizing the establishment of city and county school divisions. The school board consists of five-members, each resident of and elected from their magisterial district by the electorate residing in their respective magisterial districts, to four-year terms.

**Exhibit 1-1** provides an overview of the members of the CCPS School Board.

**EXHIBIT 1-1  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SCHOOL BOARD MEMBERS  
NOVEMBER 2009**

NAME	TITLE	MAGISTERIAL DISTRICT	TERM EXPIRES	YEARS OF SERVICE AS OF 11/30/10
Marshall W. Trammell Jr.	Chair	Bermuda District	November 2011	18 years, 5 months
David S. Wyman	Vice Chair	Dale District	November 2011	3 years
Dianne E. Pettitt	Member	Clover Hill District	November 2011	16 years, 5 months
U. Omarh Rajah	Member	Matoaca District	November 2011	2 years
Patricia M. Carpenter	Member	Midlothian District	November 2011	2 years

Source: CCPS clerk of the board and CCPS Web site, 2009.

The school board meets on the second and fourth Tuesdays of most months. Regular meetings begin at 7 p.m. in the public meeting room, 10001 Iron Bridge Road, and are shown live on Comcast Channel 17. The school board also holds public engagement sessions and quarterly work sessions that are open to the public. Regular meetings are preceded by a school board dinner at 4:30 p.m. followed by a work and/or closed session if needed.

Regular meeting locations, dates, and times are posted on the CCPS Web site and advertised as required by law. Closed session meetings are normally held on alternate dates unless otherwise noted. Special meetings, if required, are advertised in advance through local media. Electronic agendas are available online and the public is welcome to attend all regular meetings. Citizens wishing to address the school board are requested to notify the board clerk in writing, by telephone, or by e-mail prior to 2:00 p.m. of the meeting day and provide their name, address, telephone number, and topic to be addressed.

Closed meetings may include:

- Discussion of individual personnel.

- Confidential student issues.
- Negotiations of material terms for purchase of property or a specific contract for employment.
- Attorney-client privilege as relates to litigation preparation and execution.
- Other matters as permitted under the Code of Virginia.

Minutes of all regular meetings are recorded by the school board deputy clerk, transcribed and school board approved at the next regular meeting and published on the Web site. Minutes are not maintained for closed meetings; rather, the board deputy clerk prepares a record of motions and related votes. Minutes of open meetings are stored electronically using the BoardDocs system being implemented in November 2009. Supplementary data are currently stored as paper copies in a fireproof storage area.

The school board has no standing committees, however, school board members participate in various ad hoc and liaison committee activities. **Exhibit 1-2** shows activity assignments.

**EXHIBIT 1-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SCHOOL BOARD COMMITTEE AND LIAISON ACTIVITY  
2009-10**

COMMITTEE(S) NAME	BOARD MEMBER(S)
Growth Task Force	David S. Wyman
Redistricting Committee	Not currently active / It is reactivated when there is a redistricting plan on the table. Board members serving as Liaisons are generally those whose areas are most affected by the plan.
Liaison to Board of Supervisors (BOS)	Marshall W. Trammell Jr., U. Omarh Rajah
Appomattox Governor Board; Health Benefits	Marshall W. Trammell Jr.
Health & Wellness; Special Education	U. Omarh Rajah
Policy	Patricia M. Carpenter, Dianne E. Pettitt
Gifted and Talented; Career and Technical	David S. Wyman
Maggie Walker School Board	Dianne E. Pettitt
Metropolitan Educational Review Consortium; Math-Science Innovation Center; County Council of P-TA; Chesterfield Business Council	Patricia M. Carpenter
Joint Health and Benefits (with BOS)	Patricia M. Carpenter, Marshall W. Trammell Jr.
Joint Budget and Audit Committee (with BOS)	David Wyman and Patty Carpenter

Source: CCPS board clerk and board member interviews, 2009.

Board members participate in Virginia School Boards Association (VSBA) meetings and training and new members are provided orientation to their responsibilities both locally and by VSBA.

MGT administered an online survey to central office administrators, principals and assistant principals, and teachers. MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of CCPS, the response rates for administrators and

principals were below this standard. **Exhibit 1-3** shows the responses to several statements related to the CCPS board.

**EXHIBIT 1-3  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COMPARISON OF SURVEY RESPONSES WITHIN THE DIVISION**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Board of Education members' knowledge of the educational needs of students in this school division.	59/24	64/32	32/42
Board of Education members' knowledge of operations in this school division.	41/44	59/36	33/38
Board of Education members' work at setting or revising policies for this school division.	56/24	68/26	33/37

Source: MGT of America, Inc. survey results, 2009.

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

**FINDING**

The school board meeting agenda is comprehensive and provides for public, administrative, and board member input and the school board is currently converting to BoardDocs, Beta version to further refine the overall agenda and minute processes.

The school board meeting agenda and approved meeting minutes are now posted on the division's Web site, which provides the public a convenient way to view topics for consideration by the school board. The BoardDocs Web-based system will provide a user friendly system for access to board meeting minutes and the policy document. Access includes a user friendly word/subject search capability to facilitate locating needed information.

Approximately two weeks prior to the school board meeting, the clerk to the board and administration begin developing the agenda in collaboration with the board chair and with input from other board members. Information is compiled and board meeting information packets are provided electronically to the school board on Friday prior to the Tuesday meeting. Large supporting documents are available in hardcopy.

The school board meeting agenda typically may be organized into the following sections and a closed meeting provision is included as needed:

- Call to Order & Roll Call
- Invocation & Pledge
- Acceptance of Minutes
- Agenda Approval
- Awards & Recognition
- Board Communications and Committee Reports
- Superintendent's Report
- Action Items
- Discussion Agenda
- Announcements

- Public Comment
- Adjournment

During MGT's onsite review the first trial run for the BoardDocs system was conducted. Each board member received information via e-mail, was trained by the board clerk in the system, and used laptops at the meeting. On days following the meeting the deputy board clerk, responsible for the minutes, began placing all information in the new system. The new system is planned to be fully incorporated on the Web site, thus providing ease of access and search of policies and board meeting activity.

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

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

**COMMENDATION 1-A:**

**The school board, superintendent, administration, and staff are commended for developing a comprehensive, electronically transmitted meeting agenda information packet and establishing BoardDocs as a modern system for maintaining and accessing related information.**

**FINDING**

The school board and the superintendent have developed a communications system to ensure that important information is shared with the board and that the board, collectively and individually, communicate with the superintendent.

At each board meeting, time is reserved for discussion of board and superintendent topics. Additionally, the board has established quarterly work session meetings with the first two hours dedicated to conducting a closed session superintendent's performance review. Monthly, the superintendent meets with each board member individually. If emergency matters arise, the board members are informed personally through the clerk's office, the executive assistant to the superintendent, the communication office, or by the superintendent.

This level and extent of communications is seldom observed by the consultants.

**COMMENDATION 1-B:**

**The school board and superintendent are commended for developing a system of board-superintendent communications designed to minimize misunderstandings and ensure that the board's expectations are met.**



**FINDING**

The deputy clerk to the school board and the superintendent’s administrative assistant have announced that they will retire on June 30, 2010; however, no provisions have been made or announced regarding replacement personnel.

If an adequate replacement schedule, including provisions for cross-training to the positions for the replacement personnel, is not made then it is reasonable to expect errors and inefficiencies during the initial employment period.

Best practices always suggest advanced preparation when replacing key personnel in any organization. MGT consultant’s experience suggests that an overlap of at least 20 working days would represent a minimum period of time to ensure appropriate induction to these essential positions.

**RECOMMENDATION 1-1:**

**Immediately develop a succession plan and schedule for key administrative support positions including the deputy board clerk and superintendent’s administrative assistant.**

Implementation of this recommendation should result in the systematic identification of key administrative support positions such as the deputy clerk to the school board and the secretary to the superintendent positions and the scheduling of their replacements. This process should provide an adequate overlap in employment designed to ensure that the newly appointed replacement personnel are able to effectively and efficiently carry out the position’s responsibilities.

Failure to ensure a smooth and orderly transition could result in costly errors, miscommunications, and other inefficiencies.

**FISCAL IMPACT**

The total cost of this recommendation for the entire division cannot be fully estimated without a detailed listing of key administrative support positions and the estimated vacancy rates and dates. However, the cost for ensuring a 20 working day transition for the deputy clerk to the school board and the superintendent’s administrative assistant is estimated at a one-time cost of \$10,120. This cost is based on the following computations:

Deputy clerk to the school board and administrative assistant to the superintendent positions: Average hourly rate for each position of \$22.95 times 160 hours times 37.8 percent fringe benefits cost equals \$5,060 times two positions for a total of \$10,120.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Replacement Deputy Clerk to the School Board	(\$5,060)	\$0	\$0	\$0	\$0
Replacement Administrative Assistant to the Superintendent	(5,060)	\$0	\$0	\$0	\$0

**FINDING**

The school board and the clerk have developed a comprehensive, best practices board governance handbook that can be used not only to assist in the orientation of members new to the board but provide valuable information to veteran members.

The handbook is introduced with the following statement:

*This workbook will guide the governance team's work on the creation of a handbook for effective governance. It will involve ongoing discussions about unity of purpose, roles, commitment to norms and coming to agreement on protocols/formal structures that are designed to help the governance team to perform its responsibilities in a way that best benefits all children. Material in this handbook was compiled from the California School Boards Association (specifically Ventura, San Francisco, Sacramento and Santa Barbara), Oregon School Boards Association, Texas School Boards Association, Pennsylvania School Boards Association, Maryland School Boards Association and Fairfax County (Virginia) Public Schools.*

**Exhibit 1-4** shows the handbook organization.

**EXHIBIT 1-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
BOARD GOVERNANCE HANDBOOK  
TABLE OF CONTENTS  
NOVEMBER 2009**

**Chesterfield County School Board Governance Framework**

EFFECTIVE GOVERNANCE

Governance Team Meeting Guidelines  
School Board Governance: Finding the Common Ground

UNITY OF PURPOSE

Our District's Vision, Mission, Beliefs  
Three Realities  
Team Exercises  
Why We Are Here  
What We Value and Believe In  
What We Are Proud Of  
What We Would Like to Improve

GOVERNANCE ROLES AND RESPONSIBILITIES

What Effective Governance Means to Us  
Characteristics of "Effective" Boards  
Habits of "High-Impact" Boards  
Board Member Attributes for Success  
The Role of the School Board  
Duties and Powers of the School Board  
Roles and Duties of the Superintendent  
Superintendent Relationship with the Board  
Superintendent Evaluation  
Role of the Chair  
Examples of the Chair's Speaking Engagements  
Policy Review and Development

POSITIVE GOVERNANCE TEAM CULTURE

What We Do Well  
Norms for Building and Sustaining Trust Among Team Members

SUPPORTIVE STRUCTURES AND PROCESSES (protocols)

Worksheet for Developing Protocols  
Board and Superintendent Operating Procedures  
Board/Staff Communication and Requests for Information  
Board Meeting Protocol  
Specific Protocols  
VSBA Code of Conduct for School Board Members  
Process for Addressing Violations of Policy or Governing Commitments  
Develop an Annual Board Calendar/Benefits  
Board Meeting Planning Calendar  
Governance Recommendations – PDK Audit Worksheet  
Board Self-Assessment

Source: CCPS school board clerk office, 2009.

**COMMENDATION 1-C:**

**The school board and the clerk to the school board are commended for developing a comprehensive governance board handbook.**

**FINDING**

The best practices board governance handbook is comprehensive in contents for boardmanship; however, the role and duties along with specific examples of chair challenges could enhance the document and provide valuable direction for the new chair to be appointed in November 2010.

The current handbook enumerates the following for the chair:

- The chair has the following authority and duties:
- Support and monitor board behavior to ensure that it is consistent with its own rules and policies and those legitimately imposed upon it from outside the organization.
- Facilitate sound board decision making by anticipating and addressing board and member needs.
- Compile and facilitate the board's summative evaluation of the superintendent.
- Represent the board as appropriate and serve as spokesperson for the board announcing board-stated positions and in stating decisions and interpretations within the areas assigned to the chair. The chair may delegate this authority to other board members when appropriate, but the chair remains accountable for such delegation.
- Execute all documents authorized by the board, except as otherwise provided by law.
- With the advice of the board, appoint the members of all ad hoc board committees.
- On behalf of the board, and in concert with the superintendent, develop proposed board meeting agendas consistent with the board's annual work plan.

**RECOMMENDATION 1-2:**

**Continue to develop and refine the board governance handbook and ensure that it includes detailed information related to the chair's responsibilities and duties.**

Implementation of this recommendation should result in a first-class best practices handbook that should be of value to any school division school board and its chair in the Commonwealth of Virginia.

## **FISCAL IMPACT**

This recommendation could be accomplished at no cost to the school board other than the additional time required by the school board clerk. The required amount of time is estimated at 24 hours plus the time for school board review and approval of the proposed amendment to the handbook.

## **FINDING**

Training for school board members has been primarily through attendance at annual VSBA sessions or at the annual conference of the National School Board Association (NSBA), with varied individual member participation levels.

The school board's stated vision is that every school becomes "a thriving, dynamic and inspiring educational environment that produces self-directed learners with 21st-century skills and stimulates citizens of all ages to trust in, invest in and benefit from public schools" by concentrating on the five goals of the *Design for Excellence* strategic plan (listed earlier in this chapter). This plan and related goals drive the performance review of the superintendent and the evaluation of school division personnel as well as school's performance.

Additionally, the school board has developed the board governance handbook.

These local initiatives and interviews with board members suggest that they could benefit by developing and implementing local board development sessions using the two important documents and related initiatives as the basic structure for training.

## **RECOMMENDATION 1-3:**

**Create a schedule for school board professional development that is related to the board governance handbook and adopted *Design for Excellence* strategic plan.**

Implementation of this recommendation should result in the creation of a schedule of training sessions for each school year. Consideration should be given to incorporating the schedule into the currently established quarterly meetings; therefore, eliminating the need to establish additional meeting dates. At least one board member reports difficulty in making additional meetings due to employment schedules.

## **FISCAL IMPACT**

This recommendation can be implemented at no additional cost to the division. Staff time for accomplishing this recommendation could involve an estimated two hours of administrative time, four hours of clerical, and two hours of school board time to develop the training schedule and present it to the board for review and approval.

## **1.2 Policies and Procedures**

The development of policies and procedures constitutes the means by which an organization can communicate expectations to its constituents, ensure internal

consistency of practice, and establish limits for executive authority as provided by law. Policies and procedures, therefore, reveal the philosophy and position of the school board and should be stated clearly enough to provide for executive or staff direction.

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

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

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

The policies have been codified using a numerical codification system as reflected in **Exhibit 1-5**. The policy manual is composed of seven chapters or major classification sections, each containing a detailed table of contents. Individual policies are coded within these chapters. The manual, currently undergoing a major revision, does not yet contain an alphabetical subject and topical index. The Web site, through the new BoardDocs system, will provide comprehensive search capability and is a user friendly approach.

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

**EXHIBIT 1-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ORGANIZATION OF POLICY AND PROCEDURES HANDBOOK**

CLASSIFICATION	SECTION TITLES	POLICY CODES
1000	SCHOOL BOARD BYLAWS	1001-1231
2000	ADMINISTRATION	2000-2210
3000	INSTRUCTION	3010-3175
4000	STUDENT SERVICES	4010-4190
5000	HUMAN RESOURCES	5010-5460
6000	COMMUNITY RELATIONS	6010-6170.R
7000	OPERATIONS AND FINANCE	7010-7240

Source: CCPS school board policy manual, 2009.

CCPS has a policy development process based on receiving updates from the VSBA, the board, administration, and the legal services office. The current policy review process was initiated during 2008 with the establishment of a committee lead by the chief executive to the superintendent. During the MGT onsite review the revised policy document was scheduled for final board review in December 2009.

At the time of the consultants' review the administration had completed five comprehensive new policy training sessions with principals. This training was conducted utilizing a 74 page PowerPoint presentation and designed to secure feedback from principals and other staff.

**Exhibit 1-6** shows state required provisions that are addressed in the current policy manual along with the specific code. As can be seen, CCPS is in compliance with the requirement to adopt related provisions. Additionally, it may be noted that the codification system is being changed from a three-digit to a four-digit numerical code, with the "R" denoting a procedural document.

**EXHIBIT 1-6  
VIRGINIA REQUIRED POLICY TOPICS AND RELATED  
CHESTERFIELD COUNTY PUBLIC SCHOOL BOARD  
POLICIES AND ADOPTED PROCEDURES**

REQUIRED TOPIC	CCPS APPLICABLE POLICY/PROCEDURE
Selection and evaluation of all instructional materials	303
Process for parents to address concerns related to the division	303.1; 613; 613.1
System of two-way communication between employees and School Board	215
Cooperatively developed personnel evaluation procedures	517
Grievance, dismissal, and other procedures	515; 515.1
Standards of student conduct and attendance	401; 401.1; 401.2; 402
School-community communications and involvement	307; 601; 602; 610
Guidelines encouraging parents to provide instructional assistance to their children	307
Procedures for handling challenged and controversial materials	303.1

Source: CCPS school board policy manual, October 2009.

## **FINDING**

The school board and administration is conducting a comprehensive policy review and development project to update a manual that has nearly 80 percent of policies requiring review in accord with the Code of Virginia. The final adoption is scheduled; however, a schedule for maintaining an up-to-date document has not been developed. Some additional policy provisions should be considered for inclusion.

The chief executive to the superintendent is coordinating the policy review and revision task. At the time of the MGT site visit, the preliminary document was undergoing preparation for board review and approval. Additionally, five training sessions with principals have been conducted. During the review and policy development process, the policy codes were expanded from a three to a four-digit figure, permitting the codification of additional policies without using decimals to designate additional related provisions.

The Code of Virginia requires that policies undergo a review each five years and CCPS has not been observing that requirement. Thus, to ensure that provisions are reviewed within the required timelines, the development and adoption of a schedule for revision would serve as a reminder to comply.

A review of the updated provisions shows that some additional provisions may be needed. Among these are provisions dealing with storage and disposal of records (see **Recommendation 1-15**) and some method for identifying and searching a variety of documents referenced by the various policies (see **Recommendation 1-5**).

## **RECOMMENDATION 1-4:**

**Complete the revision of the policy manual and establish a cyclical review and revision schedule.**

Implementation of this recommendation should result in an easier to use manual, ensure that all provisions are kept up-to-date, and reviewed within the time limits imposed by Commonwealth requirements.

A schedule for review could be established as follows: Year one – 1000 & 2000 series; Year two – 3000 series; Year three – 4000 series; Year four – 5000 series; and Year five – 6000 & 7000 series.

The various departments with polices within each series should be responsible for providing identified changes that would be necessary in the intervening periods. The office of legal counsel should be assigned the overall review coordination process in future years.

## **FISCAL IMPACT**

The completion of this review and revision process can be accomplished at no additional cost to the division; however, staff time will be involved in the complete implementation of this recommendation. It is estimated that a total of 12 hours of administrative time, eight hours of secretarial/clerical time, and the time necessary for final review and approval by the board will be necessary. However, MGT consultant recognizes that revisions beyond the scope of our review may require additional time.



## **FINDING**

The policy manual does not provide the user with an efficient means for identifying related or required procedural documents thus reducing efficient use by employees or other users' time and with potential failure to locate important information.

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

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

- 1040, Compensation/Reimbursed Expenses
- 1050, Conflict of Interest
- 3090, School Trips;
- 7220, Acquisition of Real Property for School Use
- 7150, Procurement

The process of identifying the existence and location of important documents, handbooks, and manuals can be expedited by creating a combined listing and incorporating it into a section of the policy manual. This best practice is utilized by the Marion County Public Schools, Florida, the Panhandle Area Educational Consortium and its 14 member school districts in Florida.

## **RECOMMENDATION 1-5:**

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

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

Some school systems have included in their policy manual such a provision within the equivalent Section 1000, *School Board By-Laws*.

This provision may be phrased as follows:

### **SCHOOL BOARD AND SCHOOL SYSTEM PLANS AND PROCEDURES**

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

Within this portion of the policy manual, the titles of various documents could be listed. This list should become an important resource for school board members and employees to understand the extent of activity and responsibilities involved in managing a complex organization. It is important to understand that not all referenced documents are board adopted; rather, they may simply be administrative procedures that should be more easily accessible to potential users.

**Exhibit 1-7** provides a partial listing of the types of documents often included in such a manual. Upon development and adoption of the list of documents and, concurrent with the implementation of **Recommendation 1-4**, 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 required to locate needed documents.

**EXHIBIT 1-7  
SAMPLE PROCEDURAL, OPERATIONAL, PLANNING AND OTHER DOCUMENTS**

<p><b><u>Administration</u></b></p> <p>Accountability Plans Emergency Plan <i>Design for Excellence</i> strategic plan Professional &amp; Staff Development Plan Safety Plan Human Resources Management and Development Plan Capital Project Priority List Transportation Procedures Manual Food Service Procedures Purchasing Manual Acquisition of Real Property</p> <p><b><u>Instructional &amp; Student Services</u></b></p> <p>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 LEP 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</p> <p><b><u>Other Documents</u></b></p>
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Source: Created by MGT of America, Inc., revised November 2009.

## **FISCAL IMPACT**

This recommendation could be accomplished with existing personnel while implementing **Recommendation 1-4**, the complete updating of the entire policy manual as required by Commonwealth code, and at no additional cost to CCPS. Identifying the documents can be accomplished by a systematic review of policies estimated to involve up to six hours of support personnel time and two hours of review by administrative personnel.

### **1.3 Legal Services**

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

Virginia code (22.1-82) provides authority for the school board to:

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

## **FINDING**

The school board has not conducted evaluations of its internal legal counsel or externally contracted legal services, resulting in no quantitative data to determine the effectiveness of services. Additionally, there is no written contract(s) with external legal firms; therefore, no clear written agreement governing fee schedules and other expenses and services exists.

Interviews with personnel indicate basic satisfaction with current legal services; however, when pressed for specific examples of cost containment actions and other actions designed to minimize costs, few were offered. Among those offered were statements related to some basic training offered administrators including special education related matters by the external Richmond, Virginia firm of Reed Smith.

The school board does not have a policy establishing a periodic review and evaluation of all legal services. It has revised policy 118 now coded 1180, school board attorney, legal actions, which provides for a board employed attorney, use of the office of the county attorney services, and other counsel.

CCPS provided information showing that it compensates the firm of Reed Smith for special education related services at the hourly rates of \$350 for partners, \$295 for associates, and \$150 for paralegals and reimbursement for expenses.

**RECOMMENDATION 1-6:**

**Evaluate internal and external legal services and establish a contract with an outside legal firm(s).**

Implementation of this recommendation should result in the scheduled assessment of all legal services with an emphasis on cost containment (see **Recommendation 1-7** for additional discussion). Additionally, a contract for services with external legal services firms or attorneys should be developed and executed.

A contract should minimally address fees for the various attorneys and staff, charges for travel and other expenses, and the basis for an assessment of services.

**FISCAL IMPACT**

This recommendation could be implemented at no increase in cost to the division; however, could require up to 12 hours of administrative time plus minimal clerical time to develop and print the evaluation instrument, and the time needed by the school board and administration to conduct the evaluations.

**FINDING**

Comprehensive measures to contain or reduce the costs for special education legal services have not been initiated; however, a memorandum of understanding (interlocal agreement) between other agencies has been established for identified special education services.

The groundwork for potential agreements between or among school divisions and other agencies to ensure cost-effective actions has been initiated. One example is the memorandum of understanding between the department of special education and disability policy at Virginia Commonwealth University School of Education and the Region I Autism Education Consortium. The agreement, which provides participating school divisions a number of related services, a fiscal agent designation, and other terms, is designed to create greater efficiencies in services.

MGT consultants believe that the divisions should explore the creation of some form of shared services agreement among contiguous school divisions for legal service in the highly specialized area of special education. The employment of a legal specialist by one division as fiscal and managing agent to provide counsel, training, and representation to the parties of the agreement could represent a significant way to reduce special education legal expenses

**RECOMMENDATION 1-7:**

**Develop an interlocal agreement with other school divisions for employing legal counsel for special education and to handle Section 504, IDEA and related matters.**

Implementation of this recommendation should result in the employment of a special education lawyer to serve several school divisions. One division should serve as the managing and fiscal agent.

The superintendents of the contiguous divisions should meet and discuss the issue and establish a task group composed of their respective special education administrators and instruct them to develop the necessary guidelines to be incorporate in an operating agreement. An implementation date of July 1, 2011 should be considered in order to provide ample planning and preparation time, including the employment of an attorney and, if deemed necessary, paralegal. The CCPS internal legal counsel should, based on the task group recommendations, prepare an agreement for school boards' approval.

**FISCAL IMPACT**

Initial cost and potential savings cannot be estimated until the superintendents agree on the concept and the task group completes it assignment. However, legal costs other than settlement costs, for CCPS special education have been in the \$150,000 to \$300,000 range.

Costs to other divisions have not been identified; however, MGT's experience in reviewing other school systems shows that a similar pattern of expenditures exist. Consequently, there is reason to believe that this recommended action should provide long-term cost containment for these types of issues.

**1.4 Shared Services**

**FINDING**

The school board has a broad range of shared services, each designed to affect economy of scale and/or greater efficiency and resulting in intergovernmental and agency collaboration.

The county performs all grounds maintenance for CCPS schools. High school athletic fields are the exception. The CCPS pays one-third of the energy manager's salary. The county and the Chesterfield utilities department (independent enterprise fund operating county water and sewer utilities) each also pay one-third. The energy manager operates from an office in the county's general services department but is available to CCPS and the utilities department at their request.

The Chesterfield utilities lab performs testing, at no cost, of potable water and waste water samples provided by CCPS. One school relies on well water and two schools have their own sewage treatment plants. The remaining schools are serviced by the

county's water system. Waste water is treated either by septic systems or the county's sewer system, except for the two schools previously noted.

There are a number of finance/purchasing shared services between the division and the county (see the Financial Management and Purchasing chapter in this report for details). The school board and county share purchasing, fixed assets, risk management, mail delivery, inventory/warehousing, cash management, internal audit, and annual financial reporting. Additionally, payroll and benefits are housed and controlled by the county.

CCPS and the county share one technology position (share means CCPS pays one-half and the county one-half) and the student information server is located in a county building and the county allows a corner of the data center for use by CCPS. Chesterfield University, an online professional development activity operated by the county, is available to all CCPS employees.

The superintendent and the county manager meet on a regular schedule to discuss a variety of issues, including supporting interagency cooperation.

**COMMENDATION 1-D:**

**The school board, board of supervisors, county administration, other agencies, and the division administration are commended for participating in shared services to conserve taxpayer resources.**

***1.5 Organization and Management***

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

The current superintendent has completed three years as executive officer in CCPS. The superintendent's contract, initiated in August 2006 for an initial four-year period, was extended to June 30, 2012, on October 14, 2008. The contract provides the terms and conditions for employment. **Exhibit 1-8** shows the history of superintendent employment in CCPS. As can be seen, other than the interim and current superintendent, the superintendency in CCPS has been relatively stable with terms in office exceeding the national average of 3.5 years.

**EXHIBIT 1-8  
CHESTERFIELD COUNTY PUBLIC SCHOOLS SUPERINTENDENTS  
1954 – 2009**

<b>SUPERINTENDENT</b>	<b>TERM</b>	<b>YEARS</b>
Fred D. Thompson	July 1, 1954 – June 30, 1965	11
Roy A. Alcorn	July 1, 1965 – June 30, 1969	4
Robert Kelly	July 1, 1969 – June 30, 1974	5
Howard Sullins	July 1, 1974 – June 30, 1987	13
E.E. Davis	July 1, 1987 – June 30, 1991	4
Thomas R. Fulghum	July 1, 1991 – June 30, 1996	5
William C. Boshier, Jr.	July 1, 1996 – June 30, 2000	4
Billy K. Cannaday, Jr.	July 1, 2000 – June 30, 2006	6
Kathryn Kitchen	July 1, 2006 – September 30, 2006	Interim
Marcus J. Newsome	October 1, 2006 to present	3
<b>Average Years</b>		<b>6.5</b>

Source: Created by MGT of America, Inc. from board clerk records, 2009.

The superintendent's contract includes specific provisions for benefits and compensation increases consistent with those of other CCPS administrative and professional employees. The contract in all respects is consistent with Virginia law and sound business practice.

The superintendent provides leadership for the division, with input from the direct reports (executive staff) and meets regularly with all directors. All meetings are guided by prepared agendas.

MGT collected survey responses from central office administrators, principals and assistant principals, and teachers. **Exhibit 1-9** shows the responses to items relating to decision-making and management of the division.

**EXHIBIT 1-9  
COMPARISON OF SURVEY RESPONSES  
CHESTERFIELD COUNTY PUBLIC SCHOOLS ADMINISTRATORS AND  
ADMINISTRATORS IN OTHER SCHOOL DIVISIONS**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers and administrators in our division have excellent working relationships.	47/6	55/13	79/3	76/7	57/15	47/26
2. Most administrative practices in our school division are highly effective and efficient.	59/15	55/23	62/10	69/17	45/26	36/35
3. Administrative decisions are made promptly and decisively.	38/21	44/32	69/11	63/20	47/23	37/35
4. Central office administrators are easily accessible and open to input.	68/12	65/18	51/23	72/14	20/37	42/33
5. Authority for administrative decisions is delegated to the lowest possible level.	30/21	28/44	34/33	36/37	16/25	16/28
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	44/6	53/18	83/6	78/11	55/24	56/26
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	38/15	49/20	47/28	59/21	29/38	29/38
8. Our school division has too many committees.	29/24	35/33	26/26	33/35	53/8	40/15
9. Our school division has too many layers of administrators.	12/59	18/65	51/34	25/58	56/12	49/18
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	47/24	56/24	52/22	58/26	40/21	37/26
11. Central office administrators are responsive to school needs.	70/3	78/7	61/20	65/20	22/33	30/32
12. School-based personnel play an important role in making decisions that affect schools in our school district.	59/3	49/23	64/18	61/23	40/25	36/33

Source: MGT of America, Inc. survey, 2009.

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

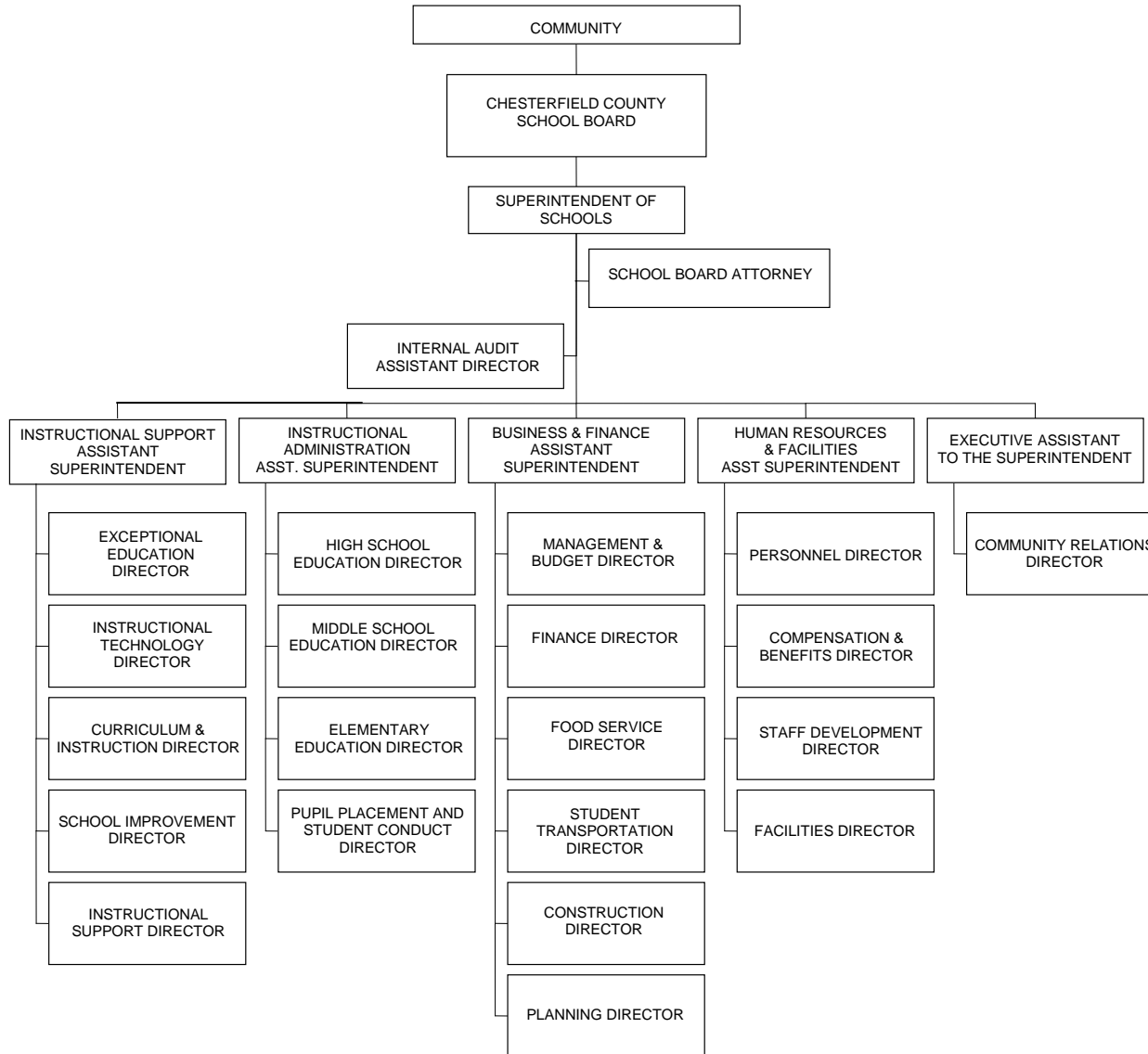
The executive and administrative functions of CCPS are managed through a system that is organized into line and staff relationships that define official spans of authority and communication channels.



The division has three primary layers within the central office. These layers facilitate communication of information and decisions through the system and to its public; however, they create special challenges because of some broad spans of control and the organizational structures and function assignments within various departments.

As shown in **Exhibit 1-10**, CCPS is a relatively traditional organization with the three primary layers of central office authority under the superintendent: the system of five direct reports plus the internal auditor and the school board attorney, a series of directors reporting to the five superintendent direct reports, and reporting administrators, managers and coordinators, and the principals. For a school system with an enrollment of over 60,000 with fluctuating student enrollment and, moreover, a significant decrease in fiscal resources, this represents, in MGT's extensive experience, an organizational structure that should be modified.

**EXHIBIT 1-10  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CURRENT ORGANIZATION  
NOVEMBER 2009**



Source: CCPS office of the superintendent, 2009.

## **FINDING**

The central office organization has several functional areas assigned to non-related divisions or departments resulting in reduced efficiency in operation and coordination of services.

As can be seen in **Exhibit 1-10**, the facilities department managed by the facilities director reports to the assistant superintendent for human resources and administrative services; however, other facilities functions are assigned to the business and finance division and report to that assistant superintendent (see Facilities Use and Management chapter in this report for a detailed discussion of facilities services organization).

The pupil placement and student conduct department, assigned to the instructional administration division, is separate from the other student services functions reporting through directors and to the instructional support division.

Functions related to accountability and the assessment of programs are assigned to sections at the division level responsible for ensuring that the division meets performance goals rather than to a section or administrative unit that is not over division control. Additionally, overall development and coordination for the strategic planning functions is not centralized within one unit to provide the most efficient management.

Overall, effective practices suggest that organizational alignment in large school systems, should to the extent feasible, be designed to ensure clear lines of communication. Additionally, control (management) of functions that serve multiple divisions or departments should be assigned reporting to a “neutral” unit to minimize possible influence of outcomes.

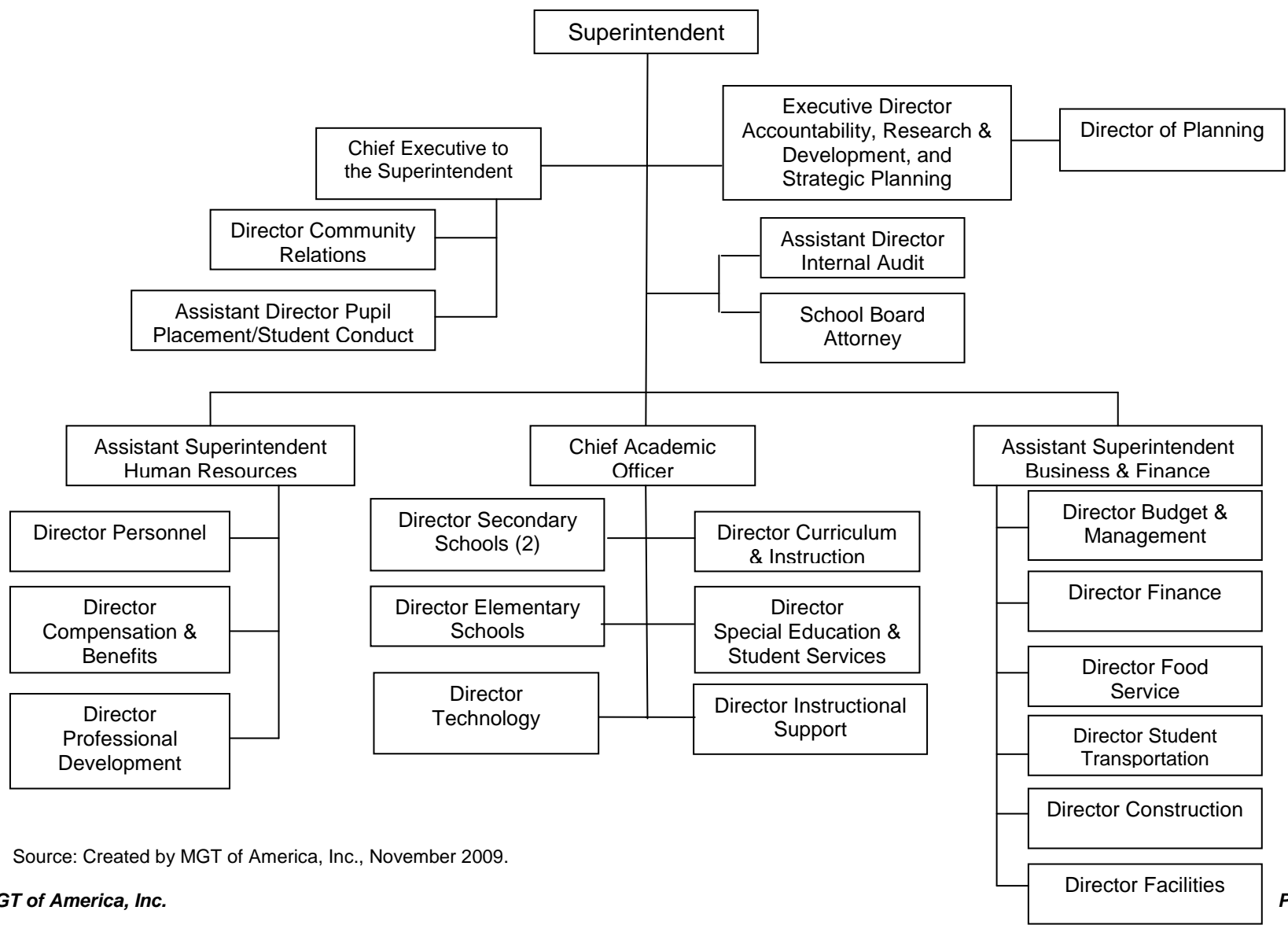
Best practices suggest that organizations, to the extent feasible, should align functions in such a manner as to avoid the “fox guarding the henhouse” syndrome. School districts such as Clark County Public School, Las Vegas, Nevada are examples of this acceptable practice designed to ensure a minimum of institutional bias.

## **RECOMMENDATION 1-8:**

**Reorganize the central office.**

**Exhibit 1-11** shows the proposed organizational structure for CCPS.

**EXHIBIT 1-11  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROPOSED ORGANIZATIONAL STRUCTURE**



Source: Created by MGT of America, Inc., November 2009.

Implementation of this recommendation should result in the following actions:

- Eliminating the positions of assistant superintendent for instructional administration and assistant superintendent for instructional support.
- Creating the position of chief academic officer (CAO) assigned responsibilities as noted in **Exhibit 1-11** and responsible for acting in the absence of the superintendent.
- Reclassifying the current position of director of pupil placement and student conduct to assistant director and reassigning the unit to the chief executive to the superintendent (please see the Educational Services chapter for a detailed discussion).
- Eliminating the administrative assistant to the eliminated assistant superintendent for instructional administration.
- Reassigning the directors of schools to report to the recommended chief academic officer.
- Upgrading the director of school improvement position to executive director for accountability, research and development, and strategic planning, reassigning current school improvement personnel to the recommended new department.
- Reassigning the director of planning to report to the executive director for accountability, research & development, and strategic planning.
- Assigning the recommended executive director as a direct report to the superintendent.

The accountability system including assessment, school improvement monitoring, and instructional planning functions are assigned to the instructional support division. This organizational arrangement lacks independence in assessing the outcomes of work completed by the instructional support division. Implementation of this recommendation should result in actions designed to improve organizational alignment including:

- Incorporating strategic planning development, coordination and monitoring as an essential responsibility of the recommended department.
- Assigning research and development to the department along with coordination and monitoring of assessment as a foundation for effective determination of accountability.
- Assigning the overall division accountability coordination process to the recommended department.

Implementation of these actions should place the accountability, research and development, school improvement planning, and strategic planning processes within one department reporting directly to the superintendent with the effect of establishing departmental neutrality in its relationship to other divisions and departments of the school system.

**FISCAL IMPACT**

Full implementation of this recommendation could result in an annual savings of \$244,836 and a five-year savings totaling \$1,224,180. **Exhibit 1-12** shows the calculations for these figures.

**EXHIBIT 1-12  
CALCULATIONS FOR SAVINGS/(COSTS)  
FOR RECOMMENDATION 1-8**

ACTION	SALARY	FRINGE BENEFITS COST @ 37.8%	TOTAL SAVINGS (COST)	COMMENTS
Eliminate Assistant Superintendent for Instructional Administration Position	\$150,352	\$56,833	\$207,185	Using current salary data
Eliminate Assistant Superintendent for Instructional Support Position	\$150,352	\$56,833	\$207,185	Using current salary data
Eliminate One Administrative Assistant Position	\$39,830	\$15,056	\$54,886	Using current salary data
Create a Chief Academic Officer Position	(\$157,859)	(\$59,671)	(\$217,530)	Recommend salary at 5% over assistant superintendent amount
Upgrade the Director of School Improvement Position to Executive Director Classification	Increase of \$5,000	Increase \$1,890 (increase on \$5,000)	(\$6,890)	Recommend salary at 5% over director amount
Reclassify Director of Pupil Placement and Student Conduct Position to Assistant Director Classification	\$0	\$0	\$0	Recommend if same person fills position the current salary should be frozen until aligned with assistant director salary
<b>Total Annual Change</b>			<b>\$244,836</b>	Five-year savings is 5 times \$244,836 = \$1,224,180

Source: Prepared by MGT of America, Inc. from CCPS payroll records and salary schedules, 2009.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Eliminate Assistant Superintendent for Instructional Administration Position	\$207,185	\$207,185	\$207,185	\$207,185	\$207,185
Eliminate Assistant Superintendent for Instructional Support Position	\$207,185	\$207,185	\$207,185	\$207,185	\$207,185
Eliminate One Administrative Assistant Position	\$54,886	\$54,886	\$54,886	\$54,886	\$54,886
Create a Chief Academic Officer Position	(\$217,530)	(\$217,530)	(\$217,530)	(\$217,530)	(\$217,530)
Upgrade Director of School Improvement Position to Executive Director Classification	(\$6,890)	(\$6,890)	(\$6,890)	(\$6,890)	(\$6,890)
Reclassify Director of Pupil Placement and Student Conduct Position to Assistant Director Classification	\$0	\$0	\$0	\$0	\$0
<b>Total</b>	<b>\$244,836</b>	<b>\$244,836</b>	<b>\$244,836</b>	<b>\$244,836</b>	<b>\$244,836</b>

**FINDING**

Issues have arisen within the division related to the increasing cultural diversity and the superintendent and key community stakeholders have organized to identify important issues and means for their effective resolution.

In order to better understand the impact of cultural diversity on the various practices and procedures utilized in the school division and to effectively mitigate potential disturbances and other disruptive influences on educational programs and student learning outcomes, the superintendent has moved proactively to surface related issues and deal with their potential negative impact. Many of these issues are related to fundamental ethnic, religious, and cultural differences that exist among the student and employee population.

The development of the superintendent’s multicultural advisory committee was underway with full implementation scheduled to begin in December 2009. During the onsite review, 17 community members were invited to join the committee for the December 10<sup>th</sup> organizational meeting.

**COMMENDATION 1-E:**

**The superintendent is commended for initiating a broad-based superintendent’s multicultural advisory committee established to provide the administration essential insights into cultural differences confronting the school division.**

## FINDING

The school board's stated vision is that every school becomes "...a thriving, dynamic and inspiring educational environment that produces self-directed learners with 21st-century skills and stimulates citizens of all ages to trust in, invest in and benefit from public schools..." by concentrating on the five goals of the *Design for Excellence* strategic plan (mentioned earlier in this chapter).

This plan and related goals, an outgrowth of identified students' educational needs, is the basis for the performance reviews of the superintendent and school division personnel and the outcomes of goal accomplishment are the gauge for schools' performance.

The CCPS *Design for Excellence* Strategic Plan for Continuous Improvement and Vision Achievement was adopted in December 2007 and revised in June 2008 and June 2009 in response to changing conditions and the implementation of various strategies.

The document contains a six-year action plan that is focused on the five goals. The plan reflects strategies, plan management and monitoring, budget, a curriculum management audit report summary, and a communications audit review.

## COMMENDATION 1-F:

**The school board, superintendent, central office administration and support personnel, and school-based personnel are commended for the development and implementation of a viable strategic plan, the *Design for Excellence* and focusing on its implementation.**

## FINDING

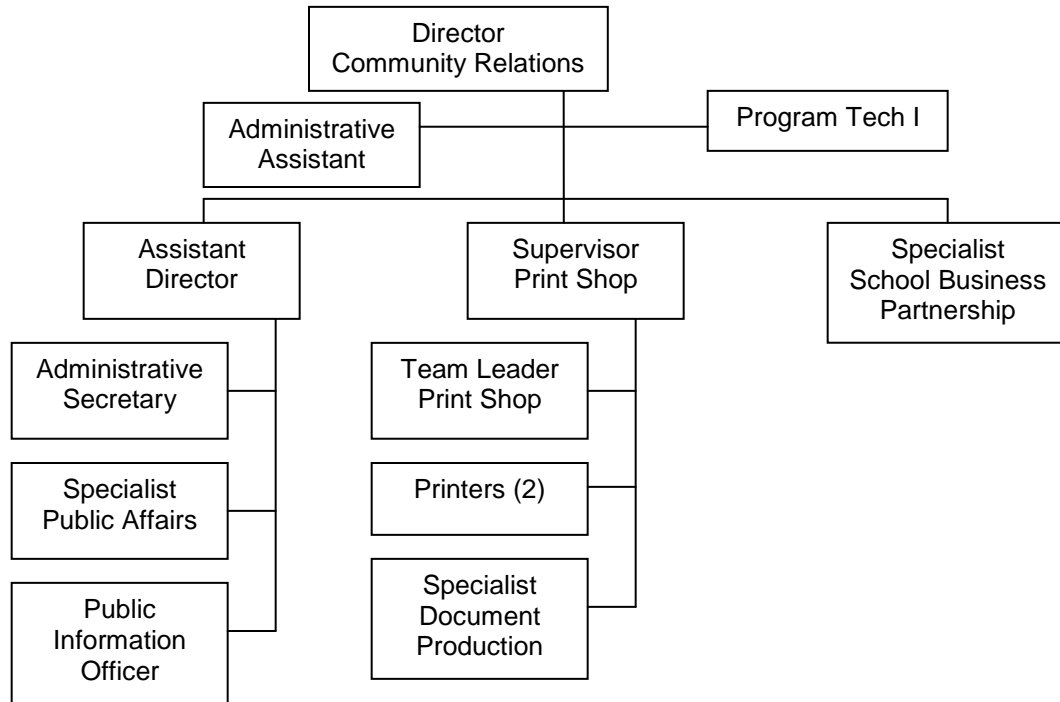
The community relations department is well organized and has responsibility for the division's Web site and coordination of external communications; however, support for school-level Web sites and control of the public cable channel assigned to the division is managed by the instructional support division. This organizational arrangement does not provide for proactive monitoring of school-level Web sites or maximum utilization of the cable television channel for public information.

The schools Web developer office is within the office of technology and located within the division of instructional support. Each school has an identified staff member provided a monetary supplement for maintaining the school's Web site. An examination of the various school-based Web sites shows wide variation in effectiveness and formatting. Typically, many school systems place monitoring and coordination responsibilities with the public information, community relations or communications offices. Additionally, the assigned cable television channel is also within the division of instructional support, an arrangement that was effective when cable television provided a significant level of programming to classrooms; however, that situation has been altered with the advent of new technologies including video streaming, internet access, and other mediums. Consequently, the cable television programming has not been refocused on community communications and other information opportunities. While cable television still has a role in educational programming and delivery, refocusing is not taking place.



**Exhibit 1-13** shows the current organization of the community relations department. As can be seen, the department is comprehensive, including the production (printing) shop, business partnership program, and TV production, among other areas. Additionally the public affairs specialist, with Web site and graphics skills, is proficient in video activity.

**EXHIBIT 1-13  
COMMUNITY RELATIONS DEPARTMENT  
ORGANIZATION  
NOVEMBER 2009**



Source: CCPS community relations department, November 2009.

**COMMENDATION 1-G:**

**Chesterfield County Public Schools school board and administration are commended for developing a comprehensive community relations department and public information system.**

**RECOMMENDATION 1-9:**

**Assign coordination and monitoring of school-level Web sites and the cable television office to the community relations department and develop and implement effective procedures to ensure the maximum utilization of cable television for public information and coordination with the instructional support division.**

Implementation of this recommendation should result in assigning responsibility for coordination, training, and monitoring of school-level Web sites to the community relations department. This action, coupled with reassigning the cable television (video technology)

office to the community relation department, should result in the elimination of the manager of video technology position and the reassigning of two positions, A/V media technology and television control room tech.

This structure should provide the community relations department with adequate personnel to manage the cable television channel and coordinate school-level Web sites. The additional duties of e-Rate reimbursement, equipment bids, joint purchasing, and other areas associated with this position can be distributed among the administrative and managers within the technology department.

Additionally, through policy and procedures that should be developed, the department should be provided specific direction for coordination of programming with the instructional support division, ensuring that instructional programming needs are appropriately met.

**FISCAL IMPACT**

This recommendation can be accomplished with the implementation of **Recommendation 1-8** regarding central office reorganization and result in an annual savings of \$111,330 for a five-year savings of \$556,650.

This savings is calculated as follows: A salary of \$80,791 plus fringe benefits of \$30,539 for an annual total of \$111,330 times five years, totaling \$556,650.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Eliminate the Manager of Video Technology Position	\$111,330	\$111,330	\$111,330	\$111,330	\$111,330

**FINDING**

Scheduling for the use of conference rooms is completed manually by various office personnel resulting in inefficient use of employee's time.

The current procedure is for an administrative assistant or other support personnel to an administrator who requires the use of one of the conference rooms to personally contact the central office receptionist to determine the availability and enter the schedule on the room's calendar. However, Microsoft Outlook is available to all key personnel and has scheduling capabilities but is not utilized for this activity.

A review of the current practice shows that each time a conference room is scheduled a telephone call or personal visit to the receptionist is required. The "U" shape of the facility may require the person who walks to the receptionist area up to five to ten minutes to complete the task, depending on the amount of time it takes for the receptionist to evaluate the availability of conference space while handling incoming telephone calls and other receptionist tasks. If the requestor attempts to call the receptionist the phone may be busy and additional time is required to make the needed scheduling. Additionally, all of this activity requires the administrative assistant or other support personnel to interrupt other activity. Overall, the current procedure is not an efficient use of personnel time.

Best practices suggest that utilization of existing technology to more efficiently accomplish routine tasks such as room scheduling and maintaining calendars of activities and appointments is essential. School systems such as Norfolk Public Schools and Miami-Dade Public Schools in Florida use the full capabilities of Microsoft Outlook and provide routine training to their personnel.

**RECOMMENDATION 1-10:**

**Train key administrative assistant and secretarial/clerical personnel in, and require utilization of, the conference room scheduling features of Microsoft Outlook.**

Implementation of this recommendation should provide a system to reduce or minimize the time needed to schedule conference rooms. Implementation should involve the following activities:

- Identification of all rooms to be scheduled through the Microsoft Outlook system.
- Development of procedural guidelines to establish use priorities to guide the scheduling processes.
- Training of key administrative assistant and secretarial/clerical personnel in the utilization of the conference room scheduling features of Microsoft Outlook.
- Establishment of a conversion date and assignment of one staff member with the authority to resolve scheduling conflicts that may arise.

The ultimate result should be greater efficiency in scheduling and better use of administrative assistant and clerical and other personnel time.

**FISCAL IMPACT**

This recommendation can be accomplished at no additional cost to the division except with the commitment of training time by technical services personnel and the support personnel assigned responsibilities for scheduling conference rooms. It is estimated that four hours of administrative time could be involved in developing use guidelines and procedures. The training should not involve more than one hour of time for participating staff.

**FINDING**

Currently, the administrative assistants to the superintendent's direct reports, the clerk and deputy clerk to the school board and the administrative assistant to the superintendent are unable to access each other's calendars, thus creating additional work for personnel when attempting to schedule meetings and other necessary appointments.

Personnel use Microsoft Outlook for maintaining individual calendars; however, they do not have access to other administrators' calendars through the system as currently managed.

Consultants observed that when support staff needed to confirm availability of administrators for appointments or interviews, the process involved multiple calls to the respective secretary or administrative assistant. However, the school division has an intranet system and uses

Microsoft Outlook, which has the functionality to provide key employees access to the appropriate calendars.

Best practices suggest that use of existing technology is more efficient to accomplish routine tasks related to accessing calendars to coordinate and schedule appointments. School systems such as Norfolk Public Schools in Virginia and Miami-Dade Public Schools in Florida use the full capabilities of Microsoft Outlook and provide routine training on those functions to their personnel.

**RECOMMENDATION 1-11:**

**Ensure that the calendars of the superintendent's direct reports are accessible through Microsoft Outlook by all direct reports and the superintendent's staff.**

Implementation of this recommendation should provide a system to reduce or minimize the time needed to schedule appointments and meetings. This recommendation should be implemented concurrently with **Recommendation 1-10**.

The ultimate result should be greater efficiency and better use of administrators, assistants, and clerical staff.

**FISCAL IMPACT**

This recommendation can be accomplished at no additional cost to the division except with the commitment of training time by technical services personnel and the executive staff support personnel assigned responsibilities for maintaining executive calendars. The training should not involve more than the one hour of time for each participating staff members as noted in the fiscal impact to **Recommendation 1-10**.

**FINDING**

There is no overall coordination of administrative assistant and secretarial positions assigned to the superintendent's office and the direct reports, resulting in no coordinated identification of training needs, establishment of vacation schedules, and ensuring that important cross-training is accomplished.

Currently no organized training needs are systematically identified for these support personnel. When individuals see the need for new skills or training of some type, they either participate in available sessions or go on-line to seek self-help modules. Such is the case when routine word processing software is upgraded and requires new skills and knowledge for its use.

Cross-training is not institutionalized and exists in a non-systematic, more informal fashion. Typically if a key employee already has basic information related to the position's responsibilities, such as with the school board clerk and the deputy clerk positions, cross-training is adequate. However, often this is not the situation with other positions such as the administrative assistants to the superintendent, to the attorney, and to other of the superintendent's direct reports and directors.

Coordination of vacation timing is typically effected by the personnel in close proximity to each other in the work spaces and with their respective administrator's approval.

In organizations of the size and complexity of CCPS key positions are typically cross-trained to ensure that important responsibilities and tasks are effectively carried out in the absence of key support personnel. The systematic application of this practice is exemplified within Norfolk City Public Schools.

**RECOMMENDATION 1-12:**

**Identify an administrative support position in the superintendent's executive organization and assign responsibility for coordinating support personnel vacation schedules, identifying needed training, and ensuring appropriate cross-training of essential responsibilities.**

Implementation of this recommendation should result in the identification of a lead administrative assistant with assigned responsibilities for coordinating the scheduling and training of identified administrative support personnel. The coordination should, minimally, include identification and scheduling of necessary staff development, ensuring that key positions are cross-trained, and establishment of vacation schedules and other related matters.

The administrative assistant to the superintendent could fulfill this function. The ultimate result should be greater efficiency and better use of administrative assistant and secretarial/clerical and other personnel's time.

**FISCAL IMPACT**

This recommendation could be accomplished at an annual cost of \$1,200 to be paid as a supplement to the personnel assigned the recommended coordinating responsibilities. The five-year cost could be \$6,000.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Supplement for Coordination	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)

**1.6 Administration of Division Schools**

The division schools and center are staffed with principals and assistant principal positions as well as deans and teachers on special assignment, activities/athletic, guidance, and library positions. Principals have control over defined areas of responsibility and staffing is based on formula driven personnel criteria that exceed Virginia's accreditation standards.

Principals report directly to school directors who are responsible for principals' performance assessment. For purposes of supervision the principals are divided into elementary, middle and high schools with each group responsible to a director.

**FINDING**

The current school staffing plan provides assistant principals to each school regardless of enrollment and contain other well-defined criteria for the assignment of deans and administrative assistants for secondary schools, resulting in staffing that exceeds accreditation standards. All CCPS schools are accredited by the state board of education.

**Exhibit 1-14** shows CCPS school administrative and dean staffing standards as incorporated within the school board’s approved 2009-10 financial plan.

**EXHIBIT 1-14  
CHESTERFIELD COUNTY SCHOOL BOARD APPROVED STAFFING  
AND VIRGINIA STANDARDS**

SCHOOL LEVEL	POSITIONS	CCPS STANDARDS	VIRGINIA ACCREDITATION STANDARDS
Elementary	Principal	1 per school	.5 for up to 299 students 1 for over 299 students
	Assistant Principal	1 up to 899 students 2 for over 899 students	.5 for 600-899 students 1 over 899 students
Middle School	Principal	1 per school	1 per school
	Assistant Principal	1 up to 999 students 1 for each 500 students up to 2,500 Additional at schools with identified issues	1 for 600-1,199 students 2 over 1,200 students
	Deans/Administrative Assistants	1 for each school	None
High School	Principal	1 per school	1 per school
	Assistant Principal	3 up to 1,900 with exception of Community High School	1 for 600-1,199 students 2 over 1,200
	Deans/Administrative Assistants	1 for each school unless permission to “trade” for 2 Deans	None

Source: CCPS financial plan, 2009.

As can be seen, CCPS exceeds the state board accreditation standards in every category. Additionally, staffing of schools is within the acceptable range based on regional accreditation standards generally adopted in other states’ school systems. However, the staffing formula for assistant principals in elementary schools considerably exceeds the standards applied by most accrediting agencies and other school systems.

Typically, elementary schools with enrollments of less than 400 would not be assigned an assistant principal, but may receive a dean or administrative assistant allocation if school based or community issues warranted the assignment. Of CCPS’s elementary schools, none have fewer than 450 students and only three of the 38 schools are in the 450 to 500 range. The state board accreditation standards are minimal standards. Managing student discipline, activities, and other issues in the contemporary secondary schools requires more than the minimum staff

suggested by the standards. Potential gang activity, drug and alcohol use, and many other issues among students have required schools to develop more active supervision and investigative activity. Additionally, accountability requirements related to assessing teacher classroom performance require administrative personnel to spend more quality observation time in each classroom multiple times during the school year. These tasks and active supervision of students cannot be effectively accomplished if only the standards govern assignment of personnel.

**COMMENDATION 1-H:**

**CCPS is commended for effective administrative staffing of schools.**

**RECOMMENDATION 1-13:**

**Review and adopt a revised elementary school staffing plan for assistant principals and administrative assistants.**

Implementation of this recommendation should result in adjusting the elementary assistant principal assignment formula from the current level of one position for up to 899 students to one position for enrollment over 400 to 899. This adjustment of the formula should align CCPS's staffing formula to within the range of generally accepted school staffing practices. Such practices are reflected in the regional accreditation standards utilized by school systems throughout the country and exceed the standards as established by the SOAs.

The adjusted formula would not be implemented until enrollment in an elementary school declines to less than 400.

**FISCAL IMPACT**

This recommended action cannot have a fiscal impact until an elementary school's enrollment declines below the 400 level.

**FINDING**

CCPS has developed a robust Web site that provides a wealth of information to the public.

The Web site contains information on almost all aspects of the division including:

- Board member profiles.
- Board minutes and agendas.
- Division and school news.
- Test dates.
- Spotlights on success stories.
- Technology plans.
- Division policies.
- Links to administration offices.
- Budget information.
- Parent information for school zones.
- Division and school directories.
- Lunch menus.
- Staff and student assistance links.
- Job opportunities and applications.

- School links.

While many school divisions now include such information on Web sites, CCPS has an extremely well-organized, attractive, and easy to navigate site for stakeholders.

**COMMENDATION 1-1:**

**The Web site for CCPS provides a wealth of division information for parents, students, and other stakeholders.**

**FINDING**

The current school walkthrough process is inadequately structured and does not involve trained central office experts; thus, the process cannot produce in-depth data to guide school improvement planning and the focus of needed resources on programs/schools of need.

Current walkthroughs are conducted by school-level personnel and multiple procedures guide the process. Consultants were unable to obtain copies of the various procedures and forms utilized for these walkthroughs. However, interviews with various administrative personnel revealed that a variety of protocols are used and there is no division standardization of the processes or clearly defined expected outcomes.

The superintendent has requested personnel to begin collecting and refining the overall walkthrough processes but no specific series of objectives and related protocols have yet been developed.

A best practice walkthrough process has been developed and is utilized by Norfolk Public Schools. In a previous administration, NPS published its "Walkthrough: A Key to Success" document and process to support school improvement and reach for World-Class status. The process is guided by a series of standards of expectations, a detailed walkthrough purpose, and statements of when walkthroughs should be conducted, including specific guidelines.

**RECOMMENDATION 1-14:**

**Refine the school walkthrough process and train a cadre of professional personnel in the process.**

Implementation of this recommendation should result in the development of specific guidelines and the training and use of division-level personnel in the walkthrough process to eliminate observer bias and involve personnel with specialized knowledge.

The Norfolk guidelines include the following:

- To explore a question behind the data that is reporting achievement and raises questions of what or why.
- To explore a genuine focusing question meaning a question that cannot be answered by using other means.



- To explore a narrow focusing question when the school has a focusing question that is both narrow (sharply focused) and powerful (critically related to one or more key components of teaching and learning).
- To look at classroom practices through four lenses simultaneously: teacher practice, student activity, student work products, and classroom environment.
- For a qualitative, experiential investigation when the focusing question requires a qualitative, concrete, onsite experiential investigation.
- For collegial feedback when a fully collegial, non-supervisory relationship exists between visitors and visited, is both desired and plausible.
- To explore depth and breath of implementation of a classroom-level implementation of complex instructional practices.
- For a brief snapshot of classroom activities when needed for a starting point to investigate a focusing question.
- The process structure guidelines carefully detail all aspects of the walkthrough from preplanning to implementation and conclusion including team membership and all related details.

#### **FISCAL IMPACT**

The overall fiscal impact of this recommendation cannot be estimated until CCPS determines the scope and details of future walkthrough processes. Key to this determination should be the training and utilization of division-level personnel in the walkthroughs.

## **2.0 FINANCIAL MANAGEMENT**

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## 2.0 FINANCIAL MANAGEMENT

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

- 2.1 Financial Operations
- 2.2 Budgets
- 2.3 Textbooks
- 2.4 Activity Funds
- 2.5 Procedures
- 2.6 Purchasing

### CHAPTER SUMMARY

The financial and budget functions in CCPS are effectively performed by the staff of the finance and management and budget offices, who receive high praise from division administrators and principals. The finance office is managed by a director and the management and budget office is managed by a director; these directors report to the assistant superintendent for business services.

The finance and budget functions performed by the staff of the two offices are well coordinated with staff of other departments such as human resources and with Chesterfield County staff who perform various financial functions in support of CCPS.

The commendations reported in this chapter are as follows:

- CCPS participates with Chesterfield County in providing consolidated finance related functions which produce efficiencies and cost savings for county taxpayers (**Commendation 2-A**).
- The division maintains an exceptional grants program that ensures expenditures are made in compliance with grant provisions and reimbursements are made in a timely manner (**Commendation 2-B**).
- The division assembles and uses the superintendent's budget advisory council to provide broad-based input into the division's budget development process (**Commendation 2-C**).
- CCPS is commended for the acquisition of an automated textbook management system that will enable centralized management of its investment in textbooks (**Commendation 2-D**).
- The division's student activity fund program provides detailed instructions to schools, a monthly oversight by the finance office, and inclusion of the county's internal auditor in annual audits (**Commendation 2-E**).

- The financial office documents step-by-step desk procedures for the payroll office staff and makes them available on the office server (**Commendation 2-F**).
- The division shares purchasing and accounts payable functions with the county (**Commendation 2-G**).
- CCPS requires all technology equipment and software purchases to be approved by the division's technology department to help ensure purchases are compatible with existing technology resources and are made from the appropriate vendor (**Commendation 2-H**).

This chapter contains the following recommendations:

- Obtain reimbursement from the Appomattox Regional Governor's School for costs incurred in performing fiscal agent duties (**Recommendation 2-1**).
- Improve the division's budget document and submit for review to the Association of School Business Officials and the Government Finance Officers Association for continued improvement (**Recommendation 2-2**).
- Develop summary and easily understood financial reports for the school board and train members on how to interpret the information (**Recommendation 2-3**).
- Establish a date to complete entering all textbooks into the automated textbook management system and hold staff accountable for meeting the completion date (**Recommendation 2-4**).
- Develop a user manual for textbook management that includes standard guidelines for all schools and provide training for all users (**Recommendation 2-5**).
- Finalize documenting desk procedures for all finance and management and budget office staff and place them on the office servers for easy reference (**Recommendation 2-6**).
- Identify all critical functions performed by finance office and management and budget office staff and document procedures in a comprehensive procedures manual (**Recommendation 2-7**).
- Develop a user manual for school and department staff to assist them in completing finance and budget related duties (**Recommendation 2-8**).

### **Introduction**

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. Effective financial management ensures

that internal controls are in place and operating as intended, technology is maximized to increase productivity, and that reports are prepared accurately and on time. A division must provide the board and administrators with timely, accurate and useful reports concerning its financial condition.

The education of nearly 60,000 students is the major responsibility of CCPS; however, this cannot be accomplished without the financial resources entrusted to the division. To ensure financial resources are protected and spent appropriately, a division needs a strategic plan, written policies and procedures, an accounting information system, revenue and spending forecasts and budgets, systems of internal control, and a support system that enhances the ability of school administrators and teachers to carry out their responsibilities.

CCPS is one of 133 public school divisions in the Commonwealth of Virginia and is a component unit of Chesterfield County. In addition to cash, investment and bond management functions normally provided in a centralized manner, the county provides general accounting including a comprehensive annual financial report, purchasing, accounts payable, risk management, fixed asset accounting, and internal audit. The division in turn manages a consolidated warehouse and mail operation on a consolidated basis for the division and county.

Four school divisions were selected as peers for comparison purposes during this efficiency review. They are Chesapeake City, Henrico County, Prince William County, and Virginia Beach City Public Schools. **Exhibit 2-1** compares CCPS disbursements for 2007-08 to the peer average. As the exhibit shows, CCPS:

- Total disbursements per pupil of \$11,439.90 were 3.84 percent less than the peer average of \$11,896.90.
- Disbursements for administration of \$246.38 were 18.53 percent less than the peer average of \$302.43.
- Disbursements for operations and maintenance of \$1,021.11 were 5.99 percent less than the peer average of \$1,086.16.
- Disbursements for facilities of \$1,376.36 were 10.41 percent more than the peer average of \$1,246.61.
- Disbursements for instruction of \$6,930.22 were \$667.27 less than the peer average of \$7,597.49.
- Disbursements for transportation of \$553.93 were 2.08 percent less than the peer average of \$565.70.
- Disbursements for debt service and transfers of \$748.07 were 56.43 percent above the peer average.

**EXHIBIT 2-1  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
DISBURSEMENTS PER PUPIL BY CATEGORY  
2007-08 SCHOOL YEAR**

PROGRAM	CCPS	PEER DIVISION AVERAGES	CCPS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE	
			AMOUNT	PERCENT
Administration	\$246.38	\$302.43	(\$56.05)	(18.53%)
Attendance and Health Services	\$106.64	\$142.83	(\$36.19)	(25.34%)
Pupil Transportation Services	\$553.93	\$565.70	(\$11.77)	(2.08%)
Operation and Maintenance Services	\$1,021.11	\$1,086.16	(\$65.05)	(5.99%)
Facilities	\$1,376.36	\$1,246.61	\$129.75	10.41%
Instruction	\$6,930.22	\$7,597.49	(\$667.27)	(8.78%)
Summer School	\$40.97	\$47.88	(\$6.91)	(14.43%)
School Food Services	\$294.33	\$331.57	(\$37.24)	(11.23%)
Adult Education	\$17.55	\$26.96	(\$9.41)	(34.90%)
Other Educational Programs	\$104.34	\$71.05	\$33.29	46.85%
Debt Service and Transfers	\$748.07	\$478.22	\$269.85	56.43%
<b>TOTAL DISBURSEMENTS</b>	<b>\$11,439.90</b>	<b>\$11,896.90</b>	<b>(\$457)</b>	<b>(3.84%)</b>

Source: 2008 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site 2009.

**Exhibit 2-2** presents a comparison of receipts by funding source for CCPS and the peer divisions. As shown in the exhibit, CCPS funds 35.64 percent of costs for the division from state funds, while the peer average is 36.08 percent. CCPS receives 40.34 percent of its funds from local funds as compared to the peer average of 42.52 percent. Loans, bonds, etc. for CCPS accounts for 9.36 percent of its revenues while the peer average is 5.51 percent

**EXHIBIT 2-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
COMPARISON OF RECEIPTS BY FUND SOURCE  
2007-08 SCHOOL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
<b>Chesterfield</b>	<b>7.49%</b>	<b>35.64%</b>	<b>3.66%</b>	<b>40.34%</b>	<b>3.51%</b>	<b>9.36%</b>
Chesapeake City	8.89%	39.62%	5.39%	44.02%	2.05%	0.03%
Henrico	9.08%	35.32%	5.17%	43.15%	2.35%	4.93%
Prince William	7.00%	33.76%	3.82%	45.68%	2.93%	6.81%
Virginia Beach	8.63%	36.05%	7.33%	39.42%	2.16%	6.41%
<b>Peer School Division Average</b>	<b>8.22%</b>	<b>36.08%</b>	<b>5.07%</b>	<b>42.52%</b>	<b>2.60%</b>	<b>5.51%</b>

Source: 2008 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site 2009.

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

**Exhibit 2-3** presents the CCPS and peer division local composite indexes for the 2006-08 and 2008-10 periods. Henrico had the highest composite index for 2006-08 and Prince William had the highest composite index in 2008-10 while Chesapeake City had the lowest for both periods. Prince William and Virginia Beach both had an increase in their composite index between 2006-08 and 2008-10 while Chesterfield, Henrico, and Chesapeake City all had a decrease. The composite index for localities is capped at .8000 by state law. No locality is required to fund more than 80 percent of Standards of Quality costs.

**EXHIBIT 2-3  
CHESTERFIELD COUNTY SCHOOLS AND PEER DIVISIONS  
COMPARISON OF LOCAL COMPOSITE INDEXES  
2006-08 AND 2008-10**

SCHOOL DIVISION	2006-08	2008-10	PERCENT INCREASE OR (DECREASE)
<b>Chesterfield</b>	<b>0.3616</b>	<b>0.3447</b>	<b>(4.67%)</b>
Chesapeake City	0.3186	0.3026	(5.02%)
Henrico	0.4604	0.4319	(6.19%)
Prince William	0.4287	0.4437	3.50%
Virginia Beach	0.3492	0.3704	6.07%
<b>Peer Division Average</b>	<b>0.3837</b>	<b>0.37866</b>	<b>(1.31%)</b>

Source: Virginia Department of Education Web site, 2009.

**Exhibit 2-4** provides a summary of survey responses received from CCPS staff related to the division’s financial management functions. The exhibit presents responses provided by central offices administrators, principals/assistant principals, and teachers. In response to the statement that funds are managed wisely to support education in this school division, central office administrators and principals/assistant principals responded positively while teachers responded negatively. All groups responded positively to the statement “*my school allocates financial resources equitably and fairly*” and “*school administrators are adequately trained in fiscal management techniques*”. Except for teachers, respondents indicated that funds are managed wisely to support education in this school division and the budgeting process effectively involves administrators and staff.

**EXHIBIT 2-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
FINANCIAL FUNCTIONS  
2009-10**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Funds are managed wisely to support education in this school division.	62/6	67/10	20/42
The budgeting process effectively involves administrators and staff.	62/21	48/24	17/41
School administrators are adequately trained in fiscal management techniques.	33/21	41/39	18/7
My school allocates financial resources equitably and fairly.	30/6	84/4	39/15

Source: MGT of America, Inc. survey results, 2009.

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

**2.1 Financial Operations**

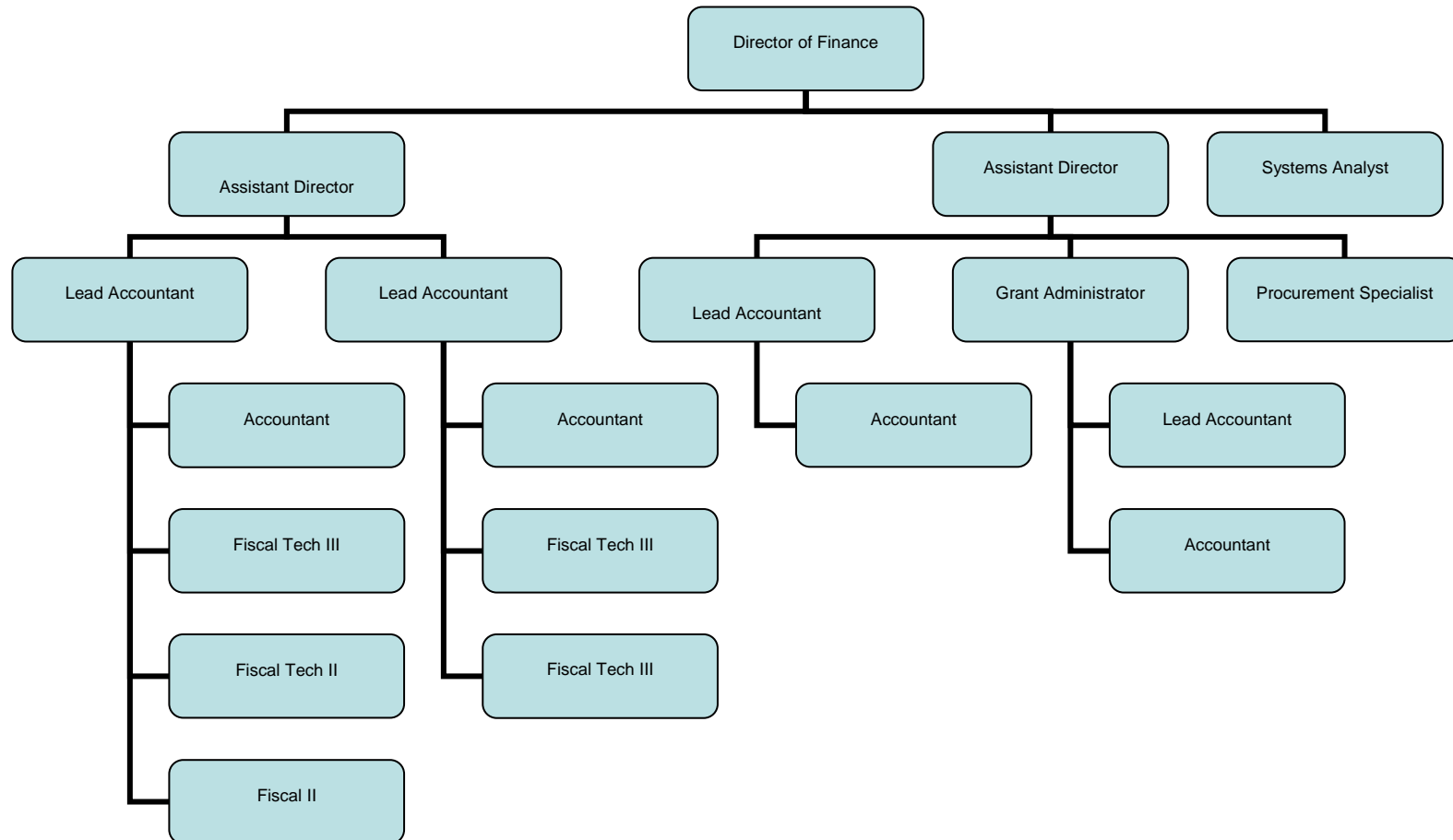
Successful financial operations require qualified personnel with an adequate separation of duties, an accounting system that provides timely and useful information on which to base operating decisions, and comprehensive policies and procedures that ensure proper management of the division's fiscal resources.

A division's fiscal operations include the functions of collection, disbursement, and accounting of local, state, and federal funds. An effective fiscal operation institutes detailed policies and internal controls to process the division's daily business transactions efficiently while providing accurate, complete, and timely information to facilitate effective decision making.

The director of finance oversees the finance and accounting functions under the direct supervision of the assistant superintendent for business and finance. The finance office has primary responsibility for payroll, general accounting, grant accounting, and management of the automated financial management system. **Exhibit 2-5** presents the organization chart of the finance office. The finance office has two assistant directors; one is responsible for the division's payroll and has a staff of nine; the other, with a staff of six, is responsible for general and grant accounting functions and coordination of purchasing transactions between the division and county.



**EXHIBIT 2-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
FINANCE OFFICE ORGANIZATIONAL CHART  
2009-10**



Source: CCPS finance office, November 2009.

**FINDING**

Approximately ten years ago, the division and county consolidated a number of finance related functions to provide greater efficiency and reduce costs to the taxpayers of Chesterfield County. In addition to cash, investment, and bond management functions normally provided in a centralized manner, the county provides general accounting including a comprehensive annual financial report, risk management, fixed asset accounting, and internal audit. The division in turn manages a warehouse and mail operation on a consolidated basis for the division and county. Providing financial support services on a consolidated basis enables the division and county to realize cost saving as the result of needing only one management function. Benefits are also realized due the economy of scale when larger volumes of transactions are processed in a consolidated manner.

**COMMENDATION 2-A:**

**CCPS participates with Chesterfield County in providing consolidated finance related functions which produce efficiencies and cost savings for county taxpayers.**

**FINDING**

The division has a well-organized grants program. The grants section of the finance office performs their assigned duties in an exceptional fashion ensuring that funds are expended in compliance with grant requirements and reimbursements are received in a timely manner. The exceptional work performed by the grants section was substantiated during the latest compliance audit by the outside auditor where no exceptions were found in the management of the division's \$36 million grant program. The grants manager researches grant opportunities, develops grant applications, informs other departments of grant opportunities, and has procedures to follow grant application approvals.

**COMMENDATION 2-B:**

**The division maintains an exceptional grants program that ensures expenditures are made in compliance with grant provisions and reimbursements are made in a timely manner.**

**FINDING**

The division performs fiscal agent responsibilities for the Appomattox Regional Governor's School (ARGS). However, costs incurred by the division when performing those duties are not recovered from the ARGS.

ARGS is located in Petersburg, Virginia and is the only full-time governor's school in the state devoted to the arts and technology. The school provides education services to over 330 students (grades 9 through 12). Students come from 14 divisions throughout

central and southern Virginia. The school offers diverse opportunities ranging from acting to literary arts, from computer programming to ballet.

School divisions participating in the fiscal services agreement include:

- Amelia County Public Schools.
- Charles City County Public Schools.
- Chesterfield County Public School.
- Colonial Heights City Public Schools.
- Dinwiddie County Public Schools.
- Franklin County Public Schools.
- Hopewell City Public Schools.
- Powhatan County Public Schools.
- Petersburg City Public Schools.
- Prince George County Public Schools.
- Richmond City Public Schools.
- Southampton County Public Schools.
- Surry County Public Schools.
- Sussex County Public Schools.

The division handles all finance related functions for ARGs including budget, revenue processing, and accounting. In order to complete these responsibilities as fiscal agent for ARGs, the finance office devotes one full-time accountant and the budget office devotes one-tenth of a budget analyst's time to ARGs functions.

By providing fiscal agent responsibilities on a non-reimbursement basis, CCPS resources are supplementing ARGs operations that should be shared by all the divisions that have students enrolled and receiving services from ARGs.

**RECOMMENDATION 2-1:**

**Obtain reimbursement from the Appomattox Regional Governor's School for costs incurred in performing fiscal agent duties.**

Recovering costs for performing fiscal agent duties for ARGs will reimburse the division's general fund for expenditures incurred in providing those services. The additional funds will be available to the division for other priorities, including educational instruction.

**FISCAL IMPACT**

The fiscal impact of this recommendation is estimated to provide the division with an additional \$31,943 annually. The estimate is based on the annual salary of \$34,771 plus \$13,143 for fringe benefits ( $\$34,771 \times 37.8\% = \$13,143$ ) for a total cost of \$47,914 paid to the accountant that provides full-time service. Since approximately one-third of the students are from CCPS, the district would be required to pay \$15,971 (one-third of \$47,914), which would result in a net savings of \$31,943 annually ( $\$47,914 - \$15,971$ ), or \$159,715 over five years.

An additional amount could also be received for the proportional cost of the budget office analyst and for appropriate indirect costs such as finance office management support and technology costs.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Obtain Reimbursement from the Appomattox Regional Governor's School	\$ 31,943	\$ 31,943	\$ 31,943	\$ 31,943	\$ 31,943

**2.2 Budgets**

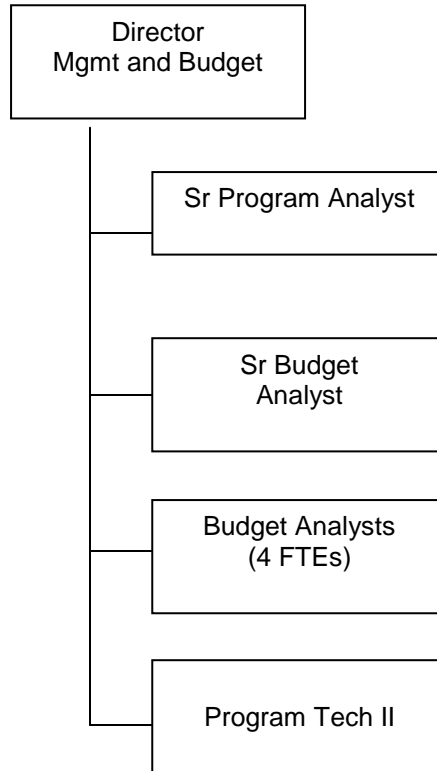
A school division's budget is a critical tool that enables a division to adequately maintain and control its financial resources. School administrators, department heads, teachers, and community members should be involved in the budgeting process, as well as the central administration and school board. Given the scarcity of resources available to a school division, it is critical that the division budget its dollars effectively. Sound fiscal management entails forecasting a reasonable but conservative revenue number and a reasonable but aggressive expenditure number to ensure that adequate funds are available. It also requires that management prioritize programs to get the most for their investment, as no division has the financial resources to implement every available program.

A school division must first estimate its revenues to determine the amount of funds available for the budget year. School divisions receive revenues from the federal and state and county governments. The next step requires the division to estimate the expenditures for the budget year. Although the superintendent is responsible for preparing the budget, the preparation phase should include opportunities for staff and community members to express their opinions.

The final step in the budget process is adoption, which must occur before the division can spend any funds. Once adopted, the budget provides the division with legal authority for its expenditures. The budget controls expenditures and expenditures cannot exceed the budget.

The management and budget office is managed by a director with a staff of seven. The office's primary responsibilities include preparation of the annual budget, monitoring school and department budgets, and managing a new textbook management system. **Exhibit 2-6** presents the organization chart for the management and budget office.

**EXHIBIT 2-6  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
MANAGEMENT AND BUDGET OFFICE ORGANIZATIONAL CHART  
2009-10**



Source: CCPS management and budget office, November 2009.

**FINDING**

For a number of years the division’s budget development process has received input from a superintendent’s budget advisory council. The council has been composed of representation from organizations such as the Chesterfield Business Council, Chesterfield Public Education Foundation, Chesterfield Education Association, County Council of Parent Teacher Associations, and Chesterfield Educational Office Professionals Association. The budget advisory council provides broad-based input to the superintendent in developing the proposed financial plan for the school board. The council has been credited with providing valuable input during the budget development process and especially when budget reductions are required.

**COMMENDATION 2-C:**

**The division assembles and uses the superintendent’s budget advisory council to provide broad-based input into the division’s budget development process.**

## **FINDING**

The division's FY2010 budget document contains 118 pages and provides a great amount of information and detailed data. However, it could be improved to provide readers with additional useful information.

The division's budget documents for fiscal years 1996 and 1997 were submitted to the General Financial Officer's Association (GFOA) and were awarded the distinguished budget award. Since 1997, the budget document has not been submitted for review to the GFOA. In addition to recognizing outstanding budget documents with awards, the GFOA provides suggestions for improving budget documents that are submitted for review.

Every other year the division's budget process develops a biennium budget document. The first year of a biennium begins with an odd number year and the second year is an even number year. In the first year, a formal budget is developed and approved by the school board and the county board of supervisors. The document includes data for the even numbered year which is referred to as a plan. The plan is then used as the starting place the next year for developing the formal budget in the second year of the biennium. The plan is updated with current data before being submitted for approvals. For example the budget document for the FY2009-10 biennium included the approved budget for FY2009 and the plan for FY2010. The budget document for FY2010 just includes the approved budget for FY2010.

The document begins with a transmittal letter from the superintendent to school board members, students, parents, and the community. The document then has five tabs that separate the information. The tabs are:

- Introduction - includes profiles of the superintendent and board members, organizational charts of division departments, strategic plan data, budget calendar, budget process, and budgetary assumptions.
- Executive Summary - includes a narrative discussion called "Budget at a Glance," revenues by source, and expenditures by priority goal.
- School Operating Budget - begins with narrative and charts that present revenue trends, revenue detail by source of revenues, narrative on expenditures, a schedule detailing expenditures by object of expense and full time equivalent counts for FY 2007 through FY 2010, a schedule of expenditures by department and school, expenditure by category, per pupil expenditures, and a listing of positions by type.
- Other School Funds - contains revenue and expenditure data on grant funds, food service funds, capital improvement program, and technology improvements. and
- Appendices - includes information on the division's compensation plan, school staffing and material standards.

Many school division budgets include comparative data in easy to understand formats to provide additional information to readers. Schedules are included for each department that present budgeted amounts by summarized categories such as salaries, benefits, operating, and capital, with comparisons shown for the budget year to the previous two

to three years. Also, budget documents contain schedules showing positions by department for the current year compared to the previous four or five years and comparative schedules for revenues by source.

A school division budget is most effective when it is useful to both division staff and the community at-large in understanding the division's inner workings. A budget document has three major purposes: a communications device, a policy document, and a financial plan.

The Association of School Business Officials (ASBO) and the GFOA are two national organizations that promote excellence in the form, content, and presentation of budget documents. The following is a list of sample criteria for ASBO-certified budget documents:

- Table of contents that identifies major budget sections.
- Executive summary that presents an overview of key initiatives and financial priorities.
- Background and current information about the division, its mission and its goals.
- Organization chart.
- Overview of the budget process.
- Graphs and charts to facilitate understanding and illustrate key financial information.

Many school divisions across the country use the criteria to apply for awards these organizations grant, but some use the criteria primarily to improve their budget document's content, format, and presentation. School divisions have an opportunity to "tell their story" when their budgets communicate what is behind and beyond the numbers.

**RECOMMENDATION 2-2:**

**Improve the division's budget document and submit for review to the Association of School Business Officials and the Government Finance Officers Association for continued improvement.**

Improving the division's budget document to include summary comparative information by departments and schools, summary comparative information for positions, and other useful information will enable the school board and community to better understand how taxpayer dollars are being used in educating students of the division. Submitting the budget document to either the GFOA or ASBO for review and comment will enable the division to continue making the division's budget document a useful tool.

## **FISCAL IMPACT**

Implementation of this recommendation will require the director of management and budget and staff to spend an estimated 40 hours evaluating the current budget document and identifying what additional information is needed for the 2010-11 budget document. Compiling the additional data for the 2010-11 budget document will also require additional time but cannot be estimated until the additional information is identified.

## **FINDING**

Budget information provided to CCPS school board members during the year is insufficient to enable the effective monitoring of the division's financial activity, status of funds, and budgets.

Budget information provided to school board members is limited to periodic memorandums from the superintendent. The memorandums are normally titled either quarterly reviews of the operating fund or budget review for year end. For the last couple of years, school board members have only been presented a quarterly review for the first quarter of the year and then a final report for the end of the year.

The memorandums provide a short paragraph with a heading on various topics. The memorandums also have a section titled recommended action that suggests actions that the board should consider. The memorandum for the end of the year includes a section that provides information on reserves and amounts that are anticipated to be carried forward to the next year. Memorandums include topics such as:

- State, federal, or local revenues.
- General fund transfers.
- Reserve funding.
- General fund transfer.
- County transfer.
- Fund balance.
- Staffing vacancies.
- Capital improvement program.
- Health insurance.
- Bond proceeds.

Although the division's budget approved by the school board includes considerable information on revenues, expenditures, and positions, the school board does not receive routine reports that keep them informed on how the division is progressing on meeting revenue goals and staying within expenditure limits. Information is not provided during the year that indicates what the financial position of the division is expected to be at the end of the year. An indication of the division's financial condition at the end of the year requires informed staff to analyze revenues received and expenditures made and to make estimates of what revenues and expenditures will be for the remainder of the year using various criteria.



Financial information needs to be submitted to school board members routinely to enable them to make informed decisions. **Exhibit 2-7** provides a general description of routinely provided reports that could be provided to board members.

**EXHIBIT 2-7  
EXAMPLES OF BASIC BOARD REPORTS**

<b>SAMPLE CONTENTS</b>	<b>FREQUENCY</b>
Comparison of budgeted to actual revenue by fund and expenditures by department and related variance. Budgeted amounts should show beginning budget amounts and adjustments that are made during the year.	Monthly
Notes explaining significant variances (5 percent or more) in the budgeted categories.	Monthly
Revenue and expenditure data showing columns for current and prior year actual amounts for similar period.	Monthly
Bar graphs and pie charts depicting comparative revenue and expenditure information.	Monthly
Summary of monthly grant activities, including number and dollar value of grants submitted, number and dollar value of grants awarded, and the ratio of grants awarded to grants submitted—all compared to prior years.	Quarterly
Summary reports for enterprise funds showing a simplified balance sheet and operating statements.	Quarterly
Status of the general fund balance and impact of current and future actions will have.	Monthly

Source: MGT of America, Inc., 2009.

Many governmental entities use the format shown in **Exhibit 2-8** for providing budget information to board members. The format is used both when reporting revenues and expenditures for the entire fund by object and by department. Many reports also include comparisons to the previous year.

**EXHIBIT 2-8  
EXAMPLE of BUDGET DOCUMENT**

<b>DESCRIPTION</b>	<b>CURRENT YEAR</b>				
	<b>ESTIMATED/ BUDGETED</b>	<b>CURRENT MONTH RECEIVED/ EXPENDED</b>	<b>YEAR TO DATE RECEIVED/ EXPENDED</b>	<b>PROJECTED TO END OF YEAR</b>	<b>PROJECTED REMAINING BALANCE</b>
<b>Revenues:</b>					
XXXXXX	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
XXXXXX	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
<b>Total Revenue</b>	<b>\$0,000</b>	<b>\$0,000</b>	<b>\$0,000</b>	<b>\$0,000</b>	<b>\$0,000</b>
<b>Expenditures</b>					
XXXXXX	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
XXXXXX	\$0,000	\$0,000	\$0,000	\$0,000	\$0,000
<b>Total Expenditures</b>	<b>\$0,000</b>	<b>\$0,000</b>	<b>\$0,000</b>	<b>\$0,000</b>	<b>\$0,000</b>

Source: MGT of America, Inc., 2009.

For management reports to be useful they must be formatted so the data is easily understood, consistent, and users can interpret the data. Executive level reports need not be extensive, but should provide basic summary-level financial and program-related information in an easy to understand format to enable efficient decision making by the board members.

Without timely budget information the school board is unable to adequately monitor the financial condition of the division. Although the budget department monitors school and department budgets, unless this data is provided to the school board they are unable to assess the revenue and expenditure trends and are limited in their ability to provide timely assistance in developing corrective actions before a financial situation escalates.

**RECOMMENDATION 2-3:**

**Develop summary and easily understood financial reports for the school board and train members on how to interpret the information.**

Requiring monthly budget status reports will provide the school board and executive administration better oversight to the division’s budgets. Should funding for the division become more restricted, closer oversight could prove to identify problem areas earlier or where savings could be obtained.

**FISCAL IMPACT**

This recommendation can be implemented by the director of management and budget but will require an estimated 20 hours each month to develop the reports and four hours to train board members on how to interpret the information.

**2.3 Textbooks**

The Virginia Department of Education (VDOE) provides a recommended list of textbooks for use by school divisions, although divisions are not required to follow the suggestions. VDOE also has a textbook and instructional material adoption schedule that establishes when books are available for purchase each year. **Exhibit 2-9** reflects the results of the MGT survey of central office administrators, principals/assistant principals, and teachers pertaining to the distribution of textbooks. The majority of respondents agreed with the statement “*Textbooks are distributed to students in a timely manner*”.

**EXHIBIT 2-9  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
TEXTBOOKS**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Textbooks are distributed to students in a timely manner.	44/5	75/12	67/10

Source: MGT of America, Inc., survey results, 2009.

<sup>1</sup>Percentage responding *agree* or *strongly agree*/Percentage responding *disagree* or *strongly disagree*. The neutral and don’t know responses are omitted.

## **FINDING**

A textbook management system titled TIPWEB was acquired and implementation initiated in the summer of 2008. Prior to acquiring and implementing TIPWEB, there was no automation for management of textbooks. Each school managed their textbooks and conducted annual inventories without a centralized inventory that could provide a complete listing of textbooks the division owned. When all textbooks have been entered into TIPWEB, the division will have a consolidated inventory of all textbooks, which will enable better management of its investment in textbooks. The automated textbook management system enables the central textbook coordinator to track all textbooks at each school and to locate excess books for transfer instead of purchasing additional ones. The system can also provide information that will identify schools that are losing textbooks at a higher than acceptable rate which may indicate they are not performing their textbook responsibilities and enabling the division to hold them accountable.

## **COMMENDATION 2-D:**

**CCPS is commended for the acquisition of an automated textbook management system that will enable centralized management of its investment in textbooks.**

## **FINDING**

The implementation of the division's automated textbook management software is not complete. Although the majority of schools have completed bar-coding and entering textbook inventories in the system, a number have not.

In order to realize the benefits of the automated textbook system all schools must enter all textbooks into the system. Unless all textbooks are included, the textbook coordinator cannot identify the number and location of excess textbooks that will reduce the number that have to be purchased for other schools. School textbook coordinators cannot be held accountable for textbooks that have been placed under their control and care based on incomplete data.

## **RECOMMENDATION 2-4:**

**Establish a date to complete entering all textbooks into the automated textbook management system and hold staff accountable for meeting the completion date.**

Completing the entry of all textbooks into the automated system will enable centralized management of textbooks to better utilize the division's investment in textbooks.

## **FISCAL IMPACT**

This recommendation can be implemented by the textbook coordinator but may require the assistance of the director of management and budget or possibly the assistant superintendent of business and finance in enforcing the completion date requirement

## **FINDING**

Assistant principals normally are assigned textbook coordinator duties for their schools. The textbook coordinators have been provided with system manuals for the automated textbook management system and were provided three hours of training on the use of the software; however, the system manuals do not include division policies or guidelines specific to CCPS.

It was reported to the review team that many e-mails are required to provide guidance that normally is included in a user manual. The division has not provided standard guidelines for how textbooks are to be managed and accounted for at schools. User manuals that provide policies and guidelines specific to a division normally include guidance on topics such as:

- Year-end inventory procedures.
- How to handle unneeded or out-of-date textbooks.
- How to handle textbooks needing rebinding.
- How to handle excess textbooks.
- Receiving textbooks.
- Ordering textbooks.
- Transferring textbook between schools and to the warehouse.
- Approvals needed for deleting textbooks from the system.
- Collecting cost of lost or damaged textbooks.

## **RECOMMENDATION 2-5:**

**Develop a user manual for textbook management that includes standard guidelines for all schools and provide training for all users.**

Compiling a user manual for textbook management will provide coordinators with guidance on how to perform their duties. The manual will also provide consistent and standard guidance for schools to follow. Standard guidance and training will help ensure that all schools are handling situations such as recovering the cost of lost or damaged textbooks in a divisionwide approved manner.

## **FISCAL IMPACT**

This recommendation can be implemented by the textbook coordinators but will require an estimated 40 hours to develop the user manual. A four hour training session will be required to be provided by the textbook coordinator with all employees who have textbook management responsibilities attending. Policy requirements such as the collection of fees for lost or damaged textbooks should receive the approval of the superintendent.

## **2.4 Activity Funds**

CCPS has a fiduciary responsibility to properly administer student activity funds, which are comprised of school, club, or campus funds. According to school board regulations, 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 VDOE. 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 CCPS comprise amounts relating to various extracurricular school activities, programs and groups in the schools for the benefit of the schools, the students and the faculty. The principal of each school is responsible for managing the funds and maintaining the records.

### **FINDING**

The division operates an organized school activity funds program. Each school is provided an updated student activity fund manual that provides school bookkeepers with sufficient information to complete the processes required in managing activity funds. The information provided to school bookkeepers enables them to complete their duties confidently and successfully and also to provide principals, teachers and other personnel with guidance. Schools are required to submit monthly reports to the finance office for review, which enables problems to be identified before they become critical. Each school’s student activity funds are audited annually. About four-fifths of the schools are audited by the contracted outside auditor and the other one-fifth is audited by the county internal auditor assigned to the division. The internal auditor spends more time on each school’s funds and conducts a more in-depth review than the outside auditor is required to perform. Schools are rotated for the internal audit review so that every school undergoes the in-depth review every five years.

### **COMMENDATION 2-E:**

**The division’s student activity fund program provides detailed instructions to schools, a monthly oversight by the finance office, and inclusion of the county’s internal auditor in annual audits.**

## **2.5 Procedures**

Written policies and procedures serve various functions. It is generally understood that policies communicate what should be done and why; procedures communicate how things should be done. Together, policies and procedures provide written notice to all employees of an organization’s expectations and practices; provide direction in the correct way of processing transactions; serve as reference material; and provide a training tool for new employees. Additionally, written policies and procedures provide a source of continuity and a basis for uniformity. Without clearly written current policies and procedures, a division’s internal control structure is weakened because practices,

controls, guidelines, and processes may not be applied consistently, correctly, and uniformly throughout the division.

## **FINDING**

The finance office's payroll department has developed excellent detailed desk procedures for payroll staff. The desk procedures are placed on the payroll office's server with individual folders containing procedures for each staff member. Each staff member has detailed explanations on a step-by-step basis of how to complete the numerous duties that must be completed accurately and timely. For example, a desk procedure for a process called "cobra-changes" details steps that include:

- Receive from benefits, yellow form with the box next to cobra marked and the change reflected.
- Pull file. (It will either be in the file cabinet or cobra basket.)
- Ask XXX if individual on cobra has paid anything.
- Make a copy of the payment sheet or check.
- Run calculator tape of what individual has paid.
- Go to Excel, Payroll Server, open health insurance folder, health calculation 2003, cobra and cobra-newchgehealthcal03. (Enable macros.)
- Complete spreadsheet. (Referring to yellow form and individuals file.)
- Next to number of payments, enter number of months going to have coverage. (Will be based on effective date until the end of the year.)
- Note: If individual is an employee, next to employee, enter yes. If not, enter no and next to employee, in the next cell, enter employee's name.
- Note: Next to coverage for, the start date would be based on the effective date. The end date remains the end of the year.
- Enter the amount the individual paid next to less amount paid.
- New monthly payment date will always be the first of the month. (The individual pays monthly.) Also adjust the number of pays.
- Next to total payment due by, give the individual 5 to 10 days.
- The bottom of the spreadsheet may not need to be hid depending on if they owe us any money.
- Print two copies of the calculation sheet. One copy will go to XXX, one copy is put in individual's cobra's file and the original is mailed.
- If the individual owes us money, a letter needs to be sent.

- Go to Word, Payroll Server, health insurance and health letters.
- Use the information from the calculation sheet to complete the letter.
- Make two copies of letter. One copy goes to XXX, one copy goes in individuals file and the original is mailed.

Folders can be accessed by all payroll staff members. They are not only used to guide payroll staff in completing their duties on a daily basis but are also used to cross-train staff and are available for reference to a staff member when completing duties for another staff member.

**COMMENDATION 2-F:**

**The finance office documents step-by-step desk procedures for the payroll office staff and makes them available on the office server.**

**FINDING**

The level of documented desk procedures in the finance and management and budget offices varies. Desk procedures are necessary to help ensure that critical processes are uninterrupted when a key staff member resigns, retires, or is absent from work.

The management and budget office has documented a very limited number of processes performed by budget staff. Management and budget has two staff that announced that they are either resigning or retiring in the next few months. The director of management and budget requested the two employees document the procedures that must be followed in order to complete their assigned tasks. The two employees are in the process of documenting the steps that must be taken to complete their duties; however they were not completed at the time of the review team's site visit.

Interviews with a number of staff indicated that when they began their jobs there were no desk procedures available to assist them in learning their assigned duties. They learned their duties by talking with other staff and their supervisor and obtaining the needed information the best they could until they were successful in learning where to obtain information and what to do to get the job completed. They further indicated that if desk procedures had been available learning how to complete their assigned duties would have been much faster and less frustrating.

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

Without written directions, employees complete their duties based on verbal directions that may be stale. Once time has passed after verbal directions are provided, employees

often begin to perform their duties differently than what management expects and employees also often improvise and develop their own ways to do a certain process. Processing transactions in an unapproved manner often leads to errors.

A desk procedures manual similar to the one created by the division's payroll office covers activity steps in sufficient degree of detail that an individual using it for the first time can perform the steps with very little, if any, additional instruction. It also lists specific forms to be used, computer screens accessed, fields on the screen in which information is entered, as well as identifying other positions that supply information for the procedure or to which it sends information.

**RECOMMENDATION 2-6:**

**Finalize documenting desk procedures for all finance and management and budget office staff and place them on the office servers for easy reference.**

**FISCAL IMPACT**

This recommendation can be completed with existing resources but will require the director of finance and the director of management and budget to work with each staff member to identify processes to be documented. Once staff have completed documenting their processes the directors should review and approve them before placing them on the office servers. It's estimated that it will take the directors about 20 hours each to work with staff and approve the procedures. Each staff member will spend an estimated 30 hours to document their desk procedures.

**FINDING**

The management and budget office and the finance office do not have comprehensive procedures manuals. There are a number of guidelines on the division's Intranet pertaining to budget and finance procedures that are available to staff. They are also accessible by schools and departments.

The financial management system referred to as InFocus or IFAS has excellent user manuals for processing information in the system. Separate manuals are available for the various components of IFAS including, procurement, payment process, budget versus actual, budget change requests, approving workforce tasks, payroll, and time and attendance.

The finance office's grants office has a manual that details the procedures associated with processing grant related functions; however the last revision to the manual was July 3, 2002. The manual is organized into ten sections:

- Grant positions/job duties.
- Grant applications.
- Amendments.
- Reimbursements.
- Reconciliation.
- General ledger changes.
- Expenditure approval process.



- IDT expense process.
- Travel.
- New hires/position changes.

The budget department has a manual that contains a number of procedures. The manual is provided on the district's Intranet and any updates are provided there. The manual is organized into 16 topics. The manual provides limited information on the procedures that budget department staff are to follow when performing their processes. Eight of the topics pertain to what codes to use for budget data such as function codes, object does, location codes, program codes, project codes, and center codes.

The finance office's page on the division's Intranet does include guidance on a number of processes. The Web site provides bill approval, documentation and payment policy, travel instructions, procurement instructions, ordering instructions and records management instructions. The division also uses an authorized signature for financial documents form to identify staff that can approve payroll registers, non-contractual documents, receipt of paychecks, employee reimbursement, and travel (local and overnight) documents.

Interviews with both finance office and management and budget office staff indicated they are not aware of the procedures that do exist or where to find the information, although they are aware of the user manuals for the IFAS system.

Although staff in the finance office and management and budget office are all very experienced and knowledgeable regarding the processes that must be performed on a daily basis and are managed by directors with extensive experience, without approved up-to-date comprehensive procedures the division's internal control structure is weakened.

Even though a number of consolidated financial related functions are provided by the county and policies and procedures are provided by the county for the consolidated functions such as purchasing, accounts payable, and authorized signatures, specific CCPS procedures are necessary for the processes performed by division staff. At minimum, the manual should consolidate new and updated procedures and include:

- Budget policies and procedures.
- Payroll policies and procedures.
- Division Accounts payable processing.
- Activity fund policies and procedures.
- Division procedures governing approvals for checks and journal vouchers.
- Procedures for travel reimbursements.
- Grants management.
- Textbook management.
- Division purchasing processes.
- Division procedures governing distribution of financial reports.

Divisions with effective, comprehensive procedure manuals update them regularly to ensure that staff have accurate information and detailed procedures for performing critical finance and budget functions. They clearly convey acceptable and unacceptable practices as well as the consequences of violating the provisions. To ensure its

availability to staff, many divisions also put the manual on the Web site. The manual identifies roles and responsibilities; lists steps to be followed in performing the tasks and controls to be observed; and identifies areas for secondary review and approval.

**RECOMMENDATION 2-7:**

**Identify all critical functions performed by finance office and management and budget office staff and document procedures in a comprehensive procedures manual.**

A comprehensive finance office and management and budget office procedures manual will assist staff in their duties and help ensure that the processes are being performed in the approved manner. When staff perform their duties without the benefit of up-to-date written procedures they may fail to perform those functions in compliance with division policies due to being uninformed or misinformed. Many times it is difficult to get staff to change an existing process that has been performed for many years unless the change is documented in writing and staff are directed to follow the new written process.

**FISCAL IMPACT**

This recommendation can be completed by the director of finance and director of management and budget, with the assistance of staff. The directors will need to review all processes and identify those that need documented procedures to include in a comprehensive procedures manual. It is estimated that it will take a total of 160 hours to document procedures for the manual.

**FINDING**

Except for a student activity fund manual, departments and schools are not provided with detailed user manuals to guide them in finance and budget related responsibilities. Although board policies and some procedures are provided on the district's Internet and Intranet, they are not comprehensive or organized in a manner for use by departments and schools.

School and department staff must follow specific processes and complete a variety of finance-related documents accurately and timely. A variety of processes must occur in order to help ensure employees are paid timely and accurately, materials and services are ordered and received when needed, vendors are paid timely and accurately, and activities such as travel reimbursement are completed.

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

The director of management and budget provides some training with each new principal or department head, primarily an introductory visit that is intended to engage in a general discussion of the school division budget philosophy and process. During this

introductory training no material is distributed but there are some budget guidance documents on the division's Intranet. A letter is distributed each year providing instructions to principals and department heads on how to complete the current budget development functions.

Technical training is provided by the finance office to school and department staff prior to implementing components of the IFAS financial management system. Each school and department staff required to complete transactions in IFAS must attend training sessions. Training was provided to staff on how to process purchasing related transactions prior to the purchasing and payment components of IFAS implementation. Due to the amount of time between when training was initially provided for the purchasing component and when the component was actually implemented, training was provided a second time to help ensure staff were knowledgeable and able to complete their responsibilities. During the review team's site visit, staff were being provided training for the scheduled implementation of the IFAS payroll component.

The new financial management system has excellent technical manuals on how to process data in the automated system but there are not sufficient guidelines on the actual steps and what needs to be done prior to accessing the system. This includes how to process budget, travel reimbursement, purchasing, time and attendance, and payroll. Although the finance and management and budget offices provide some training to school and department staffs on how to complete finance-related processes, additional or periodic training is needed for some staff to help ensure they can confidently complete their responsibilities.

The Williamsburg-James City County (WJCC) school division's finance department compiled a manual called *No Employee Left Behind – Everything You Always Wanted to Know about Finance...but were Afraid to Ask* 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 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.
- Many other topics that impact division employees and administrative staff duties.

The manual is discussed at orientation for 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.

**RECOMMENDATION 2-8:**

**Develop a user manual for school and department staff to assist them in completing finance and budget related duties.**

Useful manuals not only provide detailed steps on how to complete a particular form, but also include policies such as delegated purchasing and the associated penalties for not following the policies. Manuals should also be made available on the Web site and training sessions should be routinely offered where processes covered in the manual are discussed and questions answered. Manuals should be continually updated to be more useful and informative.

**FISCAL IMPACT**

The user manuals can be developed by the directors of finance and management and budget. It is estimated that it will take approximately 80 combined hours to develop the manuals.

**2.6 Purchasing**

Purchasing services for CCPS are provided by Chesterfield County. The county's purchasing department establishes policy for both county and school division purchases and processes payments to vendors once materials are received or services performed. The division has a procurement specialist in the finance office that assists departments and schools with initiation of purchasing requests. The purchasing specialist has other duties that include managing Web sites for finance, payroll, and risk management for the county, and distribution of payroll checks.

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

Purchasing policies and operating procedures help ensure a division complies with the Virginia Model Procurement Act while performing purchasing functions in an efficient and timely manner. Policies should clearly establish purchasing authority, methods required for each type of purchase, provisions for conflicts of interest, and penalties for violating purchasing laws and policies. Purchasing procedures implement policies by documenting the steps taken by divisions and purchasing staff when goods or services are procured.

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

The Virginia Model Procurement Act permits divisions to adopt written procedures for purchases not requiring the use of competitive sealed bidding or competitive negotiation for a single form contract for goods and services other than professional service if the aggregate or sum of all phases is not expected to exceed \$50,000. **Exhibit 2-10** presents CCPS's purchasing procedures that are established by Chesterfield County.

**EXHIBIT 2-10  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PURCHASING PROCEDURES  
2009-10 SCHOOL YEAR**

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
\$5,000 or less	Delegated to principals and department heads.
Over \$5,000	Must be submitted to county purchasing department for processing.

Source: Chesterfield County Administrative Policies and Procedures, 2009.

Purchasing for the division is provided by the county’s purchasing department which issued a detailed administrative policies and procedures manual to assist division staff in completing purchasing related duties. The manual provides information and guidance on 21 areas including:

- Authority and responsibilities.
- Ethics in public contracting.
- Purchasing cycle.
- Procurement planning.
- Diversity initiative.
- Exemptions.
- Delegated purchasing authority.
- Specifications.
- Blanket purchase authority.
- Small purchase procedures.
- Competitive sealed bidding.
- Competitive negotiations.
- Sole source purchases.
- Emergency purchases.
- Contract administration.
- Change orders.
- Receiving/payment authorization for goods and services.
- Review/approval levels for IFB/RFP files and non-county contract purchase.
- Contract award and signing.
- Surplus property.
- Certification of compliance.

**Exhibit 2-11** provides a summary of CCPS staff survey responses related to purchasing functions. The exhibit presents responses provided by CCPS central offices administrators, principals and assistant principals, and teachers. Responses to the statement that “*the purchasing department provides me with what I need*” were generally positive. To the statement “*the purchasing process is easy*” the majority of central office administrators responded negatively while the majority of principals/assistant principals and teachers responded positively.

**EXHIBIT 2-11  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PURCHASING FUNCTIONS  
2009-10**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The purchasing department provides me with what I need.	33/27	63/8	37/21
The purchasing process is easy.	24/50	47/14	36/23

Source: MGT of America, Inc. survey results, 2009.

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

**FINDING**

Purchasing services for CCPS are provided by the county's purchasing department as a shared service. The county and division use the automated purchasing and vendor payment system provided in the IFAS automated financial system. Providing purchasing support and accounts payable on a shared services basis provides efficiencies and cost savings to Chesterfield County taxpayers.

**COMMENDATION 2-G:**

**The division shares purchasing and accounts payable functions with the county.**

**FINDING**

The division requires all purchases of technology equipment and software to be reviewed and approved by the technology department prior to the acquisition being made.

The division's IFAS financial management system automatically routes all purchasing orders for technology equipment and software to the technology department. Depending on the cost of the items being purchased, the order is then routed to the county's purchasing department for final processing. Purchases from student activity funds require a hard copy purchase order to be sent to the technology department prior to an acquisition being finalized. Requiring all technology purchases to be approved by the technology department helps ensure that new products are compatible with existing hardware and software. It also helps ensure that purchases are made from the appropriate vendor.

**COMMENDATION 2-H:**

**CCPS requires all technology equipment and software purchases to be approved by the division's technology department to help ensure purchases are compatible with existing technology resources and are made from the appropriate vendor.**

### **3.0 PERSONNEL AND HUMAN RESOURCE MANAGEMENT**

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## 3.0 PERSONNEL AND HUMAN RESOURCE MANAGEMENT

This chapter presents findings, commendations, and recommendations relating to the personnel and resource management of the Chesterfield County Public School (CCPS). It is divided into the following major sections:

- 3.1 Personnel Management and Planning
- 3.2 Policies, Procedures, and Personnel Records
- 3.3 Job Descriptions
- 3.4 Employment of Personnel
- 3.5 Employee Compensation and Benefits
- 3.6 Professional Training and Development

### CHAPTER SUMMARY

CCPS has experienced a slow rate of growth in student enrollment over the past few years, while at the same time the overall number of employees has increased primarily due to initiatives approved by the school board. Those initiatives include comparable programs designed to support improved student achievement. Consequently, the human resources department (HR) has implemented various programs to ensure an adequate supply of new teachers as well as recruiting and retaining administrative and support personnel.

Employment of teachers who meet *No Child Left Behind* (NCLB) highly qualified requirements has been a priority of the division. HR has performed well in both the provision of qualified teacher candidates and in the support of principals throughout the employment process. The department has designed its organizational structure to better accommodate principals and teachers through the provision of designated staffing specialists for elementary, middle, and high schools, as well as for classified employees such as clerical and custodial staff. This arrangement allows the HR support teams to tailor service delivery support functions according to the specific needs of each respective school level and employee category.

HR has had performance audits conducted within the past few years and many functional processes and procedures have been improved in alignment with the school division's strategic design initiative. This report addresses the HR organizational design as well as all other critical HR functions including recruitment and employment, new hire induction, professional development and training, personnel management and support services, internal processes and procedures, compensation and classification, employee benefits administration, job descriptions, and personnel records management.

The commendations reported in this chapter are as follows:

- The human resources department provides outstanding customer service and support throughout the division (**Commendation 3-A**).
- The human resources department regularly reviews and revises departmental workflow processes, transactions, and procedures to improve efficiency of operations and delivery of services (**Commendation 3-B**).



- The human resources department reviews and revises policies and regulations annually and posts them on the division Web site, which provides easy access to staff, employees, parents, and the community (**Commendation 3-C**).
- The human resources department maintains employee personnel files in a neat, orderly, well organized, and secure environment (**Commendation 3-D**).
- The human resources department has developed a manual that provides relevant employment information to employees in a concise and easily understood format (**Commendation 3-E**).
- The human resources department is commended for the development, regular review, and dissemination of well-written position and classification descriptions (**Commendation 3-F**).
- The human resources department works closely with principals and supervisors to recruit and staff all teacher and support staff vacancies on a timely basis (**Commendation 3-G**).
- CCPS is committed to providing competitive salaries and developing a salary and compensation structure that is easily understood and applied as well as consistently maintained for both internal equity and external competitiveness (**Commendation 3-H**).
- The division assigns appropriate overtime eligibility status to all classifications of employees and holds supervisors and employees accountable for appropriate authorization and management of overtime (**Commendation 3-I**).
- The compensation and benefits office provides efficient and cost-effective expertise and services to employees and retirees regarding health, wellness, and retirement benefits (**Commendation 3-J**).
- CCPS is implementing initiatives to control rising health insurance costs while at the same time providing wellness programs and incentives to improve the health of its employees (**Commendation 3-K**).
- The professional development office develops annual needs-based priorities, reporting accomplishments and providing programs to support schools and departments (**Commendation 3-L**).
- CCPS develops and implements research-based professional growth, evaluation and development instruments, and processes and procedures to improve the capacity and ensure the accountability of its workforce (**Commendation 3-M**).

The recommendations reported in this chapter are the following:

- Revise the existing human resources departmental plans to alignment with the *Design for Excellence* continuous improvement model to include mission critical performance improvement goals, objectives, strategies and action plans, key

- performance measures, and results monitoring and reporting (**Recommendation 3-1**).
- Implement “applicant online”, the integrated human resources applicant tracking module in the IFAS system application (**Recommendation 3-2**).
  - Develop a plan and cost analysis to implement an electronic document management system and convert all personnel files to an electronic format (**Recommendation 3-3**).
  - Provide an updated employee manual on an annual basis (**Recommendation 3-4**).
  - Develop and implement an enhanced strategic comprehensive teacher and employee recruitment and retention plan designed to increase both the number and the diversity of applicants and to provide workplace enhancements to increase employee satisfaction (**Recommendation 3-5**).
  - Consider development and implementation of an incentive plan to encourage teacher attendance through utilization of substitute teacher funds (**Recommendation 3-6**).
  - Develop a financial plan to manage the annual cost and unfunded liability of the supplemental retirement program (**Recommendation 3-7**).

### **Introduction**

HR is managed by an assistant superintendent for human resources and administrative services with extensive professional human resources training and experience. The HR executive leadership team also includes a director of personnel, director of benefits and compensation and a director of professional development.

These leaders supervise a staff of approximately 35, who provide all HR services for the division. HR is responsible for the following functions and services:

#### **Personnel Office**

- Develop and implement human resources policies and procedures.
- Forecast workforce needs and recruitment of employees.
- Job postings, organization, and processing of employment applications.
- Job assignment, staffing of vacancies and placement of new hires.
- New hire processing including orientation, payroll, and benefits enrollment.
- Employee promotions, job transfers, additional assignments, assignment changes, qualifications, licensure, certifications, resignations, re-hires and retirements.
- Process and manage employee complaints and grievances.

- Supervisor assistance with documentation of unsatisfactory performance.
- Utilization of technology applications for tracking employees and managing human resources data and reports.

**Professional Development Office**

- Employee evaluation and performance improvement program implementation.
- Coordination, planning and monitoring of employee induction, training and staff development.

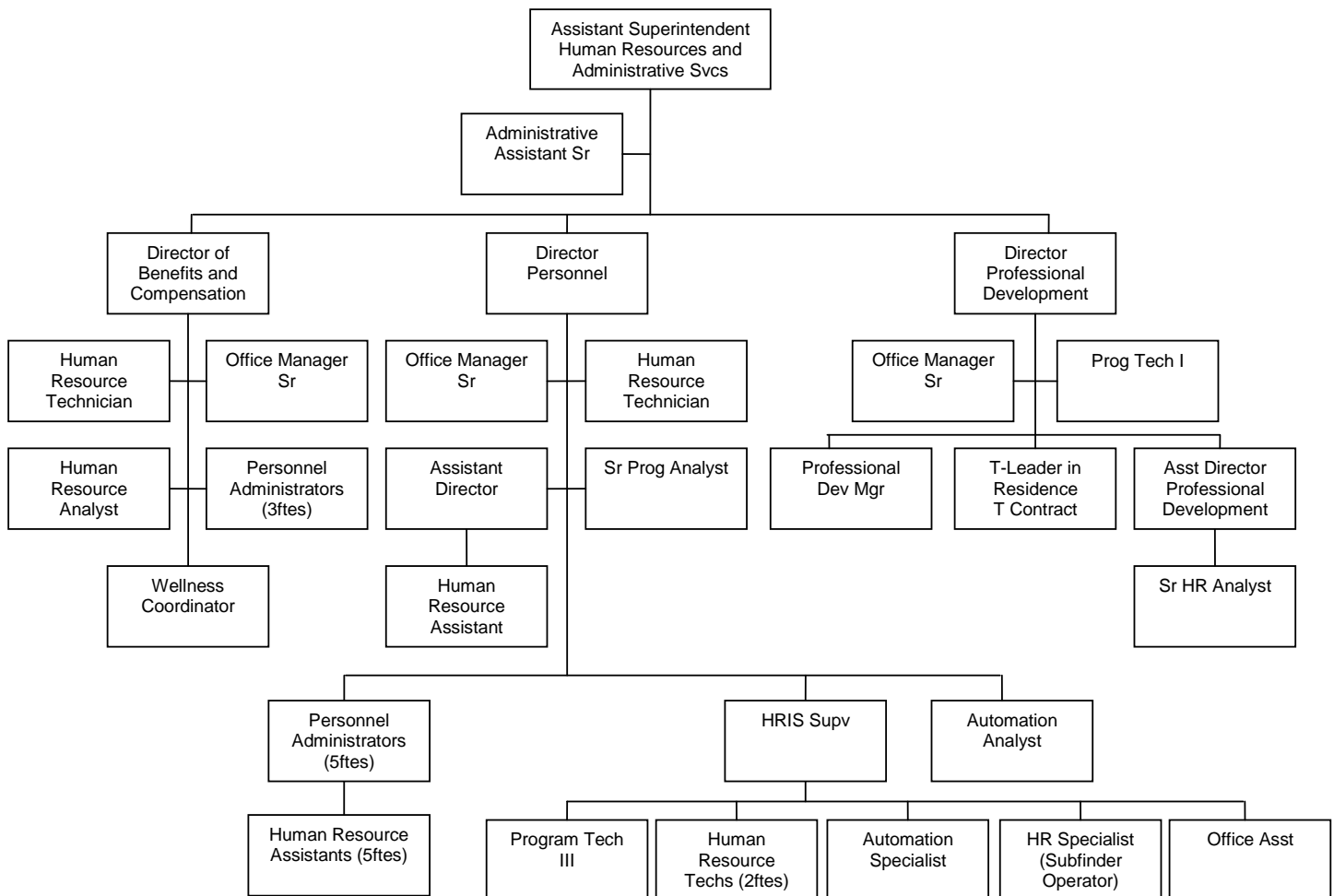
**Benefits and Compensation Office**

- Development and implementation of benefit, compensation, and leave policies and procedures.
- Development and revision of accurate job and classification descriptions.
- Administration of all forms of benefits, leaves, retirements, and compensation.
- Implementation and monitoring of wage and salary classifications and compensation schedules, and the reclassification process.
- Conduct trend analysis and forecast future compensation and benefit costs for preparation of school division budget.
- Administer employee wellness program.

**Exhibit 3-1** illustrates the HR organizational structure. The department is organized into three major units as identified above. The human resources information system (HRIS) supervisor in the personnel office manages the substitute teacher, personnel records, data entry and technology implementation functions of the department.

The personnel unit is aligned by function with a specific grouping of schools by level or department that provides a single point of contact for all HR service delivery and communications. This practice facilitates open communications and accountability for performance between division supervisors and employees and HR staff in a timely, customer-friendly, and results-oriented manner.

**EXHIBIT 3-1  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES DEPARTMENT ORGANIZATIONAL STRUCTURE  
2009**



Source: CCPS human resources department, 2009.

The most critical function of HR is to facilitate the employment of a high quality workforce that has the training, experience, and expertise to enable the CCPS to accomplish its mission, goals, and objectives. The division employs over 5,677 school based teachers, administrators and staff, 135 central office leaders, managers, and coordinators, 632 secretarial, clerical, and technical staff, 518 bus drivers and staff, 401 food service staff, and 644 maintenance and custodial staff for a total 8,077 employees. Over the past four years HR has facilitated the employment of an average 450 certificated and 407 classified new hires annually. In addition to new hires, the division annually processes an average 379 certificated and 188 classified retirements and resignations.

Forecasting of expected budget revenue and related workforce employment requirements over the next few years is critical to the strategic accomplishment of division initiatives. Current student enrollment of nearly 60,000 is expected to continue at a relatively moderate

rate of growth, which will impact the staffing needs of schools and central office departments. At the same time, the school board will expect the superintendent to continue providing innovative methods to cut costs while also providing program improvements intended to promote student achievement.

The expected continuation of the current budget shortage coupled with the current three year average trend of 567 retirements and resignations annually will necessitate that HR maintain its existing number of leaders and staff in order to maintain its current high level of service delivery.

The continued local and national shortage of teachers in critical teaching areas such as special education shows little sign of improving over the next few years. Low enrollments in teacher education programs especially in difficult-to-staff areas as well as in the representation of minorities will continue to challenge staffing leaders. The division must strategically target recruitment in a focused effort to meet these challenging diversity enhancements and to meet the increasingly complex workforce needs of the division.

### **3.1 Personnel Management and Planning**

Personnel management and planning are critical to the success of all school districts. Since personnel and workforce costs usually account for 80 percent or more of most school district annual budgets, the effective utilization of employees to accomplish the strategic mission is essential. In order to maximize return on investment, the human resources department must strategically plan and manage for acquisition, development and support of the human capital assets of the organization.

This section describes the planning, implementation and maintenance of a high quality strategically focused human resources and personnel management operation and the effectiveness and results of current levels or performance within CCPS.

#### **FINDING**

The HR department provides exceptional customer service to principals, schools, and other departments. Interviews conducted with principals and other school level supervisors for elementary, middle, and high schools indicated an exceptionally high degree of satisfaction with the service and support provided by HR. Both principals and supervisors stated that HR was one of the most supportive and responsive departments in the division.

In addition, statements and responses from other division leaders indicate a high degree of satisfaction with HR services. Even though they acknowledged that budget cuts had required some realignment of assignments, they were unanimous in support of the communications and services provided by HR.

The department is organized according to specific levels and categories of employees for schools and departments, which facilitates HR staff being more aware of and responsive to the needs of their assigned levels and departments. This focus on customer service has dramatically enhanced both the service delivery and professional image of the department throughout the division.

In the MGT survey, agree or strongly agree responses to the statement, “I know who to contact in the central office to assist me with human resource matters such as licensure, promotion opportunities, employee benefits, etc.” were indicated by teachers (79 percent), principals/assistant principals (99 percent), and central office administrators (94 percent). These results indicate a high level of satisfaction and confidence in the HR department.

**COMMENDATION 3-A:**

**The human resources department provides outstanding customer service and support throughout the division.**

**FINDING**

The HR department utilizes a strategic planning and performance process aligned with the *Design for Excellence* to guide decision making, to develop goals and strategies, and to determine results and accomplishments. However, the department does not have an internally aligned and clearly defined set of strategic goals, action plans, and performance targets focused on core functions, value added service delivery, customer service, and measurement of results. **Exhibit 3-2** shows the HR department’s current mission and belief statements.

**EXHIBIT 3-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES DEPARTMENT MISSION AND BELIEF STATEMENT  
2009**

*MISSION*

*The mission of the Human Resources Department is to hire and retain, at all levels, the most highly qualified and competent employees who represent positive role models for an increasingly diverse student population, meet the high expectations of the school district, and strive to be lifelong learners. The mission will be accomplished through vigorous recruitment, support, and retention efforts, including effective orientation, guidance, training, and professional growth opportunities.*

*The mission is based on a set of beliefs fundamental to the Department:*

- *All school system employees and potential employees have the right to fair and equitable treatment free of discrimination in an atmosphere that values individual differences, assures confidentiality, and displays sensitivity.*
- *A productive work environment provides a trusting, supportive climate that encourages creativity and risk-taking in a safe setting and promotes wellness for all employees.*
- *Effective internal and external communication is maintained through an atmosphere of openness and trust supported by cooperative decision-making, open-mindedness, positive working relationships, accurate record keeping, and utilization of the best technology for efficient information services.*
- *The Human Resources Department is dedicated to the maintenance of a comprehensive compensation and benefits system that will allow it to attract, motivate, and retain qualified employees at all levels of service, and, consistent with available fiscal and budgetary resources, a system that is market competitive.*
- *The Human Resources Department is service oriented and is dedicated to providing for the individual employee's professional needs.*
- *Good public relations is fostered by projecting a strong image of the system through the provision of positive role models, recognition of individual and/or team accomplishments, and appreciation of employee contributions.*

Source: CCPS human resources department, 2009.

The department plan is made up of separate yet interdependent functional offices and units that do not formally integrate and align all departmental strategies. The departmental mission and belief statements need to be implemented according to clearly defined and integrated objectives that provide functionally cooperative focus for departmental leaders, managers, and staff. In addition, it must enhance performance and help communicate HR priorities and service commitments to all division personnel as well as other customers and stakeholders.

Sample alternative human resources strategic mission, vision, goal and objective statements aligned according to an internally consistent continuous improvement model are provided in **Exhibit 3-3**. Goal statements such as these could be listed for the HR

department in coordination with the *Design for Excellence* goal, objective, and strategy statements identified on each HR interim departmental or office plan. These statements would be used to help strategically align all HR offices toward a common set of objectives and strategies in support of the *Design for Excellence*.

**EXHIBIT 3-3  
SAMPLE STRATEGIC MISSION, VISION, GOALS, AND OBJECTIVES**

**Human Resources Department Strategic Vision and Mission Statement**

The Human Resources Department will be a strategic partner and leader within the CCPS. The Human Resources Department will facilitate the recruitment, employment, induction, training, development, compensation, performance assessment, and retention of a high quality workforce to support student achievement according to the educational needs of the community.

**Sample Performance Improvement Goal Statements**

- Improve the annual forecasting and planning of workforce needs in coordination with budget and school leaders.
- Improve the process of recruitment and staffing of all jobs on a timely basis.
- Improve the revision, application and communication of all Human Resources policies, rules and procedures.
- Improve communication and service delivery for employees, administrators and stakeholders.
- Improve payroll and benefits programs, communications and services.
- Improve the professional training and development of all categories of employees.

Source: MGT of America, Inc., 2009.

**RECOMMENDATION 3-1:**

**Revise the existing human resources departmental plans to include cross-functional alignment with the *Design for Excellence* continuous improvement model. Include mission critical performance improvement goals, objectives, strategies and action plans, key performance measures, and results monitoring and reporting.**

The implementation of these revised plans should improve internal functional alignment between all HR offices, enhance staff performance, help identify priorities in job assignments and workflow, and provide guidance for improved service delivery.

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources and personnel and should have no additional fiscal impact. The staff and estimated hours are shown below:



<b>Leader and Staff Requirements</b>	<b>Estimated Hours</b>
Assistant Superintendent, Human Resources	10
Director of Personnel Services	15
Director of Professional Development	15
Director of Benefits and Compensation	10
HR Supervisors and Managers	5
HR Analysts and Specialists	5
All Other HR Staff	5
<b>TOTAL</b>	<b>65*</b>

\*Includes analysis, planning, revision, deployment, staff input, and training.

**FINDING**

The collection and management of employment, workforce, and employee information are two of the most critical functions of the HR department. The volume and complexity of information are continually increasing and the ability to successfully manage this information is dependent upon the available technology-based human resources management system. In addition, the department is expected to produce various reports related to employment, management, training, and retention of the workforce.

CCPS plans to implement Phase II of its InFocus Project which includes the human resources payroll package in January 2010. Developed under the Integrated Financial Administration Solutions (IFAS) system over the past ten years, it is designed to provide an integrated human resources payroll process and information management systems solution.

The department used SubFinder and an internal applicant system prior to the procurement of services to develop the IFAS system. Phase II of IFAS rolled out in January 2010. Transactions related to substitute pay are entered into IFAS and are automatically (overnight) uploaded to SubFinder. However, the department has independent software to manage the tracking of employment applications. The result of this practice is that duplicate applicant information must be entered into the employment payroll system when a candidate is hired and substitute teacher payments must be manually entered into the payroll system. Phase III of IFAS is “applicant online”, which has been planned as part of the IFAS project since its inception.

**RECOMMENDATION 3-2:**

**Implement “applicant online”, the integrated human resources applicant tracking module in the IFAS system.**

In order for HR to improve the efficiency and effectiveness of information management and data collection, integration of all applicant and employee data into a common database is required. A common, integrated database would also facilitate the management and reporting of data related to the status of HR functions and services as well as workforce statistics and information.

**FISCAL IMPACT**

This recommendation can be accomplished through addition of additional IFAS modules within the InFocus Project. Additional funding would be required and the InFocus committee

should initiate a cost study to determine its feasibility and cost.

<b>LEADER AND STAFF REQUIREMENTS</b>	<b>ESTIMATED HOURS</b>
Assistant Superintendent, Human Resources	4
Assistant Superintendent, Business & Financial Services	3
Director of Personnel Services	9
Director of Professional Development	15
Director of Management & Budget	7
Director of Finance	7
Support Staff in HR, Budget, Finance, Technology	28
All Other HR Staff	5
<b>TOTAL</b>	<b>58</b>

**FINDING**

The regular review of HR workflow processes and office procedures is critical to the efficiency of operations and the maintenance of cost effective services for CCPS. Equally important is the elimination or realignment of tasks and processes that can be combined with others or eliminated completely. During times of budget crisis and revenue deficiencies, the ability to maintain effective levels of services while identifying cost reduction strategies through improved efficiencies is increasingly critical.

HR has initiated, revised, or realigned approximately 27 workflow processes and/or functional tasks in the past three years. **Exhibit 3-4** lists those identified in that timeframe for revision or elimination.

**EXHIBIT 3-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES PROCESSES/TRANSACTIONS REVISED OR ELIMINATED  
2006 - 2009**

TB test process
Contract process
Fingerprinting process
Mail
Front desk coverage
Recruitment
Orientation
Budget process
Non-contractual process
Hepatitis B process
Letters to applicants
Newspapers - advertising
Paperless applications
Resignations - files no longer go to benefits
CPS forms for out-of-state
New-Hire process
ID badges
Retirees received letter from Superintendent
No more support transfer request forms
PT and Term Clause contracts
Pre-employment processing
Purging recruitment files
HR Assistant are now Notaries
Criminal History Report process
Substitute teacher process
Audit of employee evaluations
Infocus

Source: CCPS human resources personnel services, 2009.

**COMMENDATION 3-B:**

**The human resources department regularly reviews and revises departmental workflow processes, transactions, and procedures to improve efficiency of operations and delivery of services.**

**3.2 Policies, Procedures, and Personnel Records**

CCPS policies and procedures are provided on the division Web site and outline the overall governance guidelines by which the district operates. Policies must be in alignment with applicable state and federal statutes and requirements in order to be enforceable.

**FINDING**

Board policies and regulations that govern the division and guide the day-to-day operations and practices of the superintendent and administration are provided on the Division Web

site. They provide direction for the operations of HR as well as all other departments and the schools. Having up-to-date policies on the Web site allows both staff and parents to access information in an easily used efficient manner. This practice eliminates the need to call or otherwise communicate with staff or administrators to access information and to understand the basis operational guidance provided by the school board.

Policies and procedures are regularly reviewed and updated which also facilitates division their easy correlation with corresponding state requirements. An outline of the review and revision process and an example of a well written policy are provided in **Exhibit 3-5**.

**EXHIBIT 3-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
POLICY REVIEW/REVISION PROCESS AND SAMPLE POLICY**

**Process to Update Section 500, Human Resources**

- *Superintendent's Advisory Policy Review Committee was formed, with initial meeting on January 13, 2009, outlining the process to be used for revising current policy manual.*
- *Current HR Handbook was converted to a word document and compared to current policy manual.*
- *Meeting held with Director of Human Resources/Personnel and Director of Compensation/Benefits to review current HR handbook to determine what to keep, revise or delete.*
- *Researched other school divisions for policies to compare with current CCPS policies.*
- *Committee was provided copies of the majority of current CCPS 500 policies, along with a comparable model policy from VSBA and policies from at least two other Virginia school divisions. The exception is that the Committee received policies on principals and teachers in March.*
- *Committee gave upfront input on CCPS 500 policies that were being proposed by the drafters.*
- *Following any suggested changes by the Committee, the Committee gave final approval to proposed new CCPS 5000 policies for presentation and recommendation to the Superintendent and School Board for approval.*
- *HR staff members were provided proposed policies for review and comment. HR staff provided clarification and suggested new policies.*
- *School Board approved on 1<sup>st</sup> reading the proposed policy manual, including Chapter 5000, Human Resources.*

*Tentative Plan for Annual Review and Update*

- *In late January 2010, the Committee will convene to discuss several items, to include formulating a review schedule for all policies.*
- *A process will be developed for administrators to suggest changes to current policy based on practice and current law.*
- *Staff will review revisions to VSBA model policies; typically in February and July, based on changes to federal and state law, as well as case law.*
- *Current CCPS policies will be reviewed for revision based on VSBA changes, as well as researching similar policies from other Virginia school divisions.*
- *Changes to any policy will be provided to the School Board for a first reading and public comment.*
- *Policies that require revision based on state law changes made by the Virginia General Assembly would need to be drafted with an effective date of July 1.*

EXHIBIT 3-5 (Continued)  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
POLICY REVIEW/REVISION PROCESS AND SAMPLE POLICY

SAMPLE HUMAN RESOURCES POLICY

**HUMAN RESOURCES 506**

*Sexual Harassment*

*It is prohibited for any employee, male or female, to harass another employee or a student by making unwelcome sexual advances or requests for sexual favors, or engaging in other verbal or physical conduct of a sexual nature when:*

*(1) submission to or rejection of such conduct is used as a basis for employment or academic decisions affecting the employee or student;*

*(2) such conduct creates an intimidating, hostile or offensive working or learning environment; or*

*(3) submission to such conduct is made either explicitly or implicitly a term or condition of the individual's employment or participation in school programs.*

*Any employee who believes that he or she has been subjected to sexual harassment should file a complaint of the alleged act immediately to the Director of Human Resources. The Director of Human Resources shall request that the complaint be in writing. Refusal to put the complaint in writing shall not preclude an investigation of the complaint. The complaint should state in detail the basis for the complaint, the names of the persons involved, and the dates of any specific incidents. A thorough investigation of all reported incidents will be undertaken to determine the nature and extent of any alleged sexual harassment. At any point in time that there is a reasonable suspicion that child abuse has occurred, such shall be immediately reported in accordance with applicable law and policy. At any point in time that there is reasonable belief that a crime may have been committed, such shall be reported to the appropriate law enforcement officers. Any employee with knowledge of the occurrence of sexual harassment shall notify the Director of Human Resources. False charges of sexual harassment shall be treated as a serious offense and **any employee** making false charges shall be subject to disciplinary action **appropriate to the offense ranging from a warning to discharge.***

*If the complaint is against the Director of Human Resources, the complaint shall be filed with the Assistant Superintendent for Human Resources and Administrative Services. If the complaint is against the Assistant Superintendent for Administrative Services, the complaint shall be filed with the Superintendent. If the complaint is against the Superintendent, the complaint shall be filed with the chairman of the School Board.*

*The question of whether a particular action or incident is prohibited behavior requires a determination based on all the available facts in the matter. A written report summarizing the investigation and stating conclusions and recommendations shall be filed with the Superintendent at the conclusion of all investigations of sexual harassment regardless of the outcome of that investigation.*

*Any administrator, teacher, or other employee who is found, after an investigation, to have engaged in sexual harassment of another employee or student will be subject to disciplinary action appropriate to the offense ranging from a warning to discharge.*

*Revised: December 2005*

*Approved: December 1988*

*Legal Reference: Title VII, Civil Rights Act of 1964*

*Equal Employment Opportunity Act of 1972*

Source: CCPS policy manual and human resources personnel services, 2009.

**COMMENDATION 3-C:**

**The human resources department reviews and revises policies and regulations annually and posts them on the division Web site, which provides easy access to staff, employees, parents, and the community.**

## **FINDING**

Employee personnel files are maintained in a secure file room that is accessible only to authorized staff. Files are located in secure file cabinets and are organized according to active employees who are currently working and inactive former employees who are no longer employed with the district.

The contents of personnel files are governed by board policy and are maintained in a neat and well organized manner which makes the location and retrieval of file information efficient and reliable. As the volume of paper and the number of employees grows, however, HR must consistently improve its management of personnel files to increase efficiency.

Only authorized personnel are allowed into the file room which ensures the enforcement of security standards. Files may be checked out by authorized personnel for a variety of work related reasons but may not be removed from the human resources department except as required by law or other legal requirements.

## **COMMENDATION 3-D:**

**The human resources department maintains employee personnel files in a neat, orderly, well organized, and secure environment.**

## **FINDING**

CCPS employee personnel files are not maintained in an electronic format that allows for instant access and retrieval of information and records. The HR department maintains all employee personnel files on paper and many files are so large that accessing the folders is difficult and cumbersome. This necessitates that staff spend excessive amounts of time retrieving and replacing files and file contents.

In addition, as the volume of information and the number of active and inactive employees increases, the number of file cabinets and the floor space required to secure them will also increase. This will further diminish file and staff management efficiency, which could result in the need for additional staff and building space. Maintenance and management of paper personnel files will continue to increase staff time and expense.

## **RECOMMENDATION 3-3:**

**Develop a plan and cost analysis to implement an electronic document management system and convert all personnel files to an electronic format.**

Implementation of an electronic document management system will allow the elimination of paper files. This recommendation will reduce the need for expansion of file cabinet and file room storage space, eliminate manual search of files, reduce the likelihood of document loss, improve information retrieval, enhance file security, and improve customer service response time. If the CCPS implements this recommendation, amendments to rules and procedures should be adopted to ensure security and to prevent the unauthorized access or distribution of confidential personnel file information.

The long-term cost of maintaining employee personnel files should be reduced by eliminating the need to purchase paper, file folders, file cabinets, and storage space. In addition, remote storage of backup files will insure file availability and safety from both natural and manmade disasters.

**FISCAL IMPACT**

This recommendation will require an initial additional investment even though scanning equipment has already been purchased. Software needed to integrate document management with the IFAS technology platform would require additional funding. Existing HR and technology services staffing levels should be analyzed to determine their capacity to implement this project. Preliminary cost estimates are that the project would require approximately \$125,000 to scan and data enter all existing files over a two to three year period with an annual maintenance cost of at least \$7,000. (Source: Unity Business Systems Nonbinding Estimate for CCPS, 2009.)

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Implement an Electronic Document Management System	(\$75,000)	(\$25,000)	(\$25,000)	(\$7,000)	(\$7,000)

**FINDING**

One of the key components of constructive employee relations is the provision of a clearly written employee handbook or manual that can enhance positive relations, workplace satisfaction, and employee retention. An essential requirement is the communication of performance expectations and the enforcement of workplace rules and policies regarding employee performance, conduct, and cooperation. All employees have the responsibility to perform their duties to the best of their abilities and to conduct themselves in a manner that contributes to a positive work environment.

CCPS provides an employee manual that advises employees on division services and requirements. This manual provides employees with notice of workplace expectations and answers to frequently asked questions regarding their employment status and division requirements and protocol. **Exhibit 3-6** shows the Introduction in the CCPS *Human Resources Manual*.

**EXHIBIT 3-6  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES MANUAL EXTRACT**

*INTRODUCTION*

*This Human Resources Manual has been prepared to provide employees of Chesterfield County Public Schools with written policies, procedures, regulations, and guidelines to respond to questions and concerns about human resources administration and management.*

*This manual is designed to provide assistance in responding to day-to-day administration issues that require advice and counsel to employees and as a source of reference for all employees. It is an information source and should be accessible to all employees within each department and school. It is also intended to assure uniformity in the application of human resource policies, procedures, and regulations. Reference to the provisions of the manual should minimize the need for personal decisions on matters of policy.*

*The manual is not a contract between an employee and the school system guaranteeing employment for any specific duration. Employment contracts between an employee and the school division should be written; any unwritten commitment, promise, or verbal agreement concerning contract issues and other employment matters are not binding on the school system.*

*The Assistant Superintendent of Human Resources is responsible for assuring that this Manual is periodically updated. Further, the School Board, Superintendent, and the Assistant Superintendent of Human Resources may change the provisions of this document at any time to conform to changing needs of the school system without any liability.*

*All employees are expected to know and shall be held responsible for observing the policies and regulations pertinent to their work activities. Questions regarding any policies and/or procedures should be directed to the immediate supervisor or a member of the Human Resources Department.*

*A copy of the manual should be kept accessible to employees in each media center and school office and in each central office department. Throughout this manual, the term "department" shall refer to central office department, not department within a school site.*

*Specific policies are not always stated in their entirety in the manual. Individuals should refer to the Chesterfield County School Board Policies Manual for the specific language of a policy. The policy reference is provided when appropriate.*

Source: Chesterfield County human resources department, 2009.

**COMMENDATION 3-E:**

**The human resources department has developed a manual that provides relevant employment information to employees in a concise and easily understood format.**

**RECOMMENDATION 3-4:**

**Provide an updated employee manual on an annual basis.**

Employees and division leaders should be provided an updated employee manual on an annual basis. This manual should contain information regarding the latest changes in legal



requirements regarding employment, pertinent board policy revisions, and improvements in services offered to employees. It should also provide a synthesis of information and requirements on specific issues in one comprehensive format to reduce confusion and improve understanding.

### **FISCAL IMPACT**

This recommendation can be accomplished with existing staff in the normal course of business and should result in no additional cost for implementation.

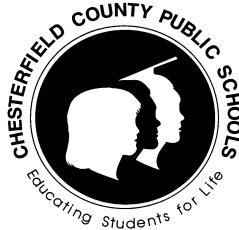
### **3.3 Job Descriptions**

Well-written and current job and classification descriptions are essential for assignment of staff and supervisor duties and responsibilities. Job descriptions provide the basis for the position and outline the requirements expected of the incumbent in the position. Job descriptions provide the basis for insuring ownership and accountability in the performance of the job.

Job descriptions for all positions are developed and maintained in the benefits and compensation office and show the date of adoption, job title, general description, essential functions, physical demands, work environment, work direction, and requirements. Required elements of all job descriptions are listed in an example provided in the CCPS *Coordinated Pay Plan Booklet*. Job descriptions are listed in alphabetical order and include a reference to the corresponding class code and pay grade. The US Department of Labor (USDOL) Fair Labor Standards Act (FLSA) status of overtime pay eligibility of either exempt or non-exempt status for all jobs is also provided.

Job descriptions of approximately 262 employment classifications show that they are reviewed and revised on a regular and consistent basis. A standard format is utilized that simplifies review and makes it easier to determine requirements and expectations. Job descriptions for all positions contain necessary components for the posting of job vacancy notices. **Exhibit 3-7** provides an example of a well-written CCPS position description.

EXHIBIT 3-7  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
EXAMPLE POSITION DESCRIPTION



CHESTERFIELD COUNTY PUBLIC SCHOOLS

POSITION DESCRIPTION

**Date:** November 2, 2005  
**Job Title:** Director of Personnel  
**Grade Level:** 44  
**Position Number:** 04210  
**Work Location:** Central Office - Human Resources  
**Immediate Supervisor:** Assistant Superintendent of HR and Administrative Services  
**Terms of Employment:** 12 month/8 hour days  
**FLSA Status/Test:** Exempt

**General Description:**

Provides day to day supervision and direction for the personnel office in the areas of recruitment, equal opportunity/affirmative action programs, teacher licensure, policy development, employee relations, training and human resource information systems. Performs work under broad departmental policies and established objectives and interprets policy on own initiative; decisions/actions impact the entire system and extends into the community. Position requires extensive professional judgment; contacts are regularly and frequently made at all organizational levels within and outside the school system to execute and explain programs and policies. Directs and evaluates work of highly technical or professional support staff.

**Essential Job Functions:**

- Directs the recruitment program for professional and support staff. Responsible for the recruitment and selection of administrative and supervisory positions. Recommends to the Superintendent candidates for appointment and for presentation to the School Board. Maintains close contact with all departments and schools in planning and anticipating staffing needs. Works closely with Budget Office for staffing and position control.
- Prepares and monitors departmental human resources budget. Supervises Personnel Administrators and support staff.
- Oversees the coordination and scheduling of recruitment programs such as job fairs for instructional vacancies including: developing recruitment materials, coordinating mailings, scheduling on-site and off-site visits, follow-up and review of candidate credentials and compilation of recruitment data.
- Monitors compliance with Federal, State and local laws and regulations. Serves as contact person regarding Affirmative Action/Equal Opportunity issues, Americans with Disabilities Act and other related legislation. Develops and implements equal opportunity and affirmative action programs. Prepares annual AA Plan. Interprets EEO/AA policies and procedures. Analyzes applicant and employment statistics for the purpose of monitoring EEO/AA status. Develops and delivers regular reports to the School Board.
- Oversees the student teaching program. Monitors and evaluates program; makes recommendations for modification and improvement.
- Directs the licensure process for professional personnel, ensuring that employees are properly licensed in accordance with regulations adopted by the Commonwealth of Virginia Board of Education.
- Works closely with principals and department administrators in addressing and/or resolving personnel issues, problems and grievances. Reviews and recommends disciplinary actions, including suspensions, demotions and terminations.
- Supervises the Performance Evaluation System for the division. Administers the contract schedule for all personnel.
- Oversees and directs the substitute program, related training and the sub operator system.
- Develops and maintains a records management system for personnel, including employment, transfer, tenure, retirement, leave, promotions, etc. Supervises and monitors statistical applicant and staff data collection and reporting.
- Directs new employee orientation program. Oversees the exit interview process for all personnel leaving the division.
- Performs other related duties as assigned.

**EXHIBIT 3-7 (Continued)  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
EXAMPLE POSITION DESCRIPTION**

**Budgetary Responsibility:**

*Administers the personnel department budget, consisting of operating and grant funds (approximately \$295,000).*

**Report Preparation:**

*Develops and submits written reports regarding status of any of the aforementioned specific job functions.*

**Equipment Operation:**

*Computer, printer, copy machine, fax machine and other general office equipment.*

**Contacts:**

*Human resource staff, building administrators, instructional division administrators, teachers, applicants, college/university officials and personnel/HR officials from other school divisions.*

**Work Direction:** N/A

**Supervision:**

*Provides leadership and supervision to all employees assigned to the personnel department including assistant director, personnel administrators, HR assistants, HR technicians and HR systems staff.*

**Decision Making:**

*Responsible for independent decision making based upon professional judgment. Decisions impact the entire system and extend into the community.*

**Formal Policy-Setting Responsibilities:**

*Responsible for developing, revising and interpreting HR policy.*

**Physical Demands:**

*The physical demands described here represent those that must be met by an employee to successfully perform the essential functions of this job. Reasonable accommodations may be made to enable individuals with disabilities to perform the essential functions. While performing the duties of this job, the employee is regularly required to use hands to lift, support, handle or feel objects, tools, equipment and/or controls; reach with hands and arms; and talk and hear. The employee is occasionally required to stand, walk, sit, climb or balance, stoop or kneel and drive. Specific vision abilities required by this job include close vision, distance vision, depth perception and the ability to adjust focus.*

**Work Environment:**

*The employee regularly works in an office environment. The noise level is quiet to moderate.*

**Knowledge/Skills/Abilities:**

*Comprehensive knowledge of the principles and practices of all areas of human resource management; of related federal and state laws and related school board policies and procedures. Considerable knowledge of budget and project management principles and practices. Considerable knowledge of human resources automated systems. Demonstrated ability to forecast staffing needs. Demonstrated ability to plan, organize and direct a complex organizational component and to supervise and evaluate others performing professional work. Demonstrated ability to communicate effectively; to analyze, interpret and apply HR laws, regulations and guidelines and to analyze and resolve conflicts that may be confidential, sensitive and/or difficult in nature.*

**EXHIBIT 3-7 (Continued)  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
EXAMPLE POSITION DESCRIPTION**

**Requirements:**

*Education, training or experience sufficient to demonstrate the required knowledge, skills and abilities.*

*Disclaimer: The information contained in this job description has been designed to indicate the general nature and level of work performed by employees assigned to this position. It is not designed to be interpreted as a comprehensive inventory of all duties and responsibilities and qualifications required of employees assigned to this position. This job description is not an employment contract. The employer reserves the right to modify this job description at any time without prior notice.*

\_\_\_\_\_  
**Incumbent signature/Date**

\_\_\_\_\_  
**Supervisor signature/Date**

\_\_\_\_\_  
**Director signature/Date**

Source: CCPS human resources department, 2009.

In the MGT survey, a significant majority of teachers (80 percent), principals/assistant principals (86 percent) and central office administrators (88 percent) indicated agreement with the statement, "I feel that I have the authority to adequately perform my job responsibilities." On a related survey question, teachers (72 percent), principals/assistant principals (81 percent), and central office administrators (73 percent) agreed that "work standards and expectations in this school division are equal to or above ...others." On the survey statement, "This school division's officials enforce high work standards", agreement was again high with teachers (78 percent), principals/ assistant principals (90 percent) and central office administrators (73 percent). This consistently high degree of agreement among the respondents indicates a high level of ownership and assumption of responsibility for job performance. Survey results on these survey items are shown in **Exhibit 3-8**.

**EXHIBIT 3-8  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
JOB RESPONSIBILITIES**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
I feel that I have the authority to adequately perform my job responsibilities.	88/6	86/8	80/12
The work standards and expectations in this school division are equal to or above those of most other school divisions.	73/3	81/3	72/9
This school division's officials enforce high work standards.	76/9	90/5	78/9

Source: MGT of America, Inc., survey results, 2009.

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

**COMMENDATION 3-F:**

**The human resources department is commended for the development, regular review, and dissemination of well-written position and classification descriptions.**

**3.4 Employment of Personnel**

One of the most critical functions of the HR department is the recruitment, employment, induction, training, and retention of a high quality workforce to implement the division's vision, goals and objectives. In order to maintain appropriate staffing levels, HR must regularly communicate and coordinate with the budget department and position control staff as well as principals and other supervisors regarding their current and pending workforce needs.

CCPS is one of the largest employers in Chesterfield County and currently employs more than 8,077 fulltime employees in more than 268 job classifications. Due to a current budget hiring freeze on non-instructional positions, many central office positions are vacant or are being filled on an interim or part-time basis. During the freeze, HR must assist department heads by providing alternative workforce staffing options for meeting the needs of their respective departments until such time as budget funds are made available or alternative job assignments are approved.

The personnel office is charged with the responsibility for recruiting and staffing all vacant positions for both certificated and classified employment for the CCPS. The leaders and staff in this office provide high quality customer service according to both leaders and staff in schools and departments interviewed for this report. The personnel office also provides commendable efficiency of operations and productivity when compared with peer school divisions. **Exhibit 3-9** shows CCPS personnel staff compared to three peer school divisions. The comparison shows that the CCPS HR department serves significantly more employees per staff with a ratio of 314:1, versus an average 244:1 in comparable districts.

**EXHIBIT 3-9  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PERSONNEL DEPARTMENT STAFF COMPARISONS TO PEER DISTRICTS**

DIVISION	HR STAFF	# HR STAFF	# STUDENTS	# EMPLOYEES	RATIO EMP:HR
Chesterfield County Public Schools	1 Director 1 Assistant Dir. 5 Personnel Adm 16 Clerical/Associate 1 SR P/A 1 Automation Spec	25	57,185	7,851	314:1
Henrico County Public Schools	1 Director 1 Assistant Dir. 8 Specialist 2 Analyst 15 Clerical/Associate	27	48,256	6,576	244:1
Fairfax County Public Schools	1 Asst Supt. 2 Directors 13 Mgrs/Sups/Adm 36.5 Specialist 37 Clerical/Associate	89.5	173,573	22,138	247:1
Virginia Beach City Public Schools	1 Asst Supt. 2 Directors 11 Staff/EmpRel Spec 5 Licensure Analyst 27 Clerical/Associate	44	69,656	10,613	241:1

Source: Created by MGT of America, Inc. based on CCPS and peer data, 2009.

**Exhibit 3-10** shows the number of current employees by various job classifications. Of the total 8,077 employees, school based instructional employees (5,677) outnumber non-school based and non-instructional employees (2,330) by a ratio of 2.4:1. This ratio indicates that the major division funding for salaries is focused on school based and instructional personnel.

**EXHIBIT 3-10  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
EMPLOYESS BY JOB CLASSIFICATION**

JOB CLASSIFICATION	# OF EMPLOYEES
School-based Instructional	5,677
Central Office Administrative and Supervisory	135
Secretaries, Clerks, and Technicians	632
Food Services Workers	401
Transportation	518
Maintenance	644
<b>TOTAL</b>	<b>8,077</b>

Source: CCPS human resources department, demographic data, November 2009.

**FINDING**

According to the Chesterfield County Public Schools *Design for Excellence 2007-2013 Strategic Plan: Projections of Student Enrollment (page 19)*, student enrollment is expected to “moderate for a short period of two to three years... an analysis of enrollment trends indicates that ... significant annual growth will continue.” Thus the number of teachers employed by the division should be expected to increase accordingly. In order to keep up with this demand for more teachers, HR has implemented strategies such the issuance of “early” teacher contracts, employment fairs, and extensive recruitment in area colleges and universities.

The HR department has been able to successfully fill most teacher vacancies in a timely manner over the past few years by recruiting high quality candidates and by communicating regularly with principals. The number of new hire teachers and support staff employed over the past three years is shown in **Exhibit 3-11**.

**EXHIBIT 3-11  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
NEW HIRE TEACHERS AND SUPPORT STAFF  
2007-2009**

<b>NEW HIRES</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>
Teachers	622	410	234
<b>Support Staff</b>			
Clerical	183	209	112
Food Services	98	86	84
Transportation	67	83	52
Total Support Staff	348	378	248

Source: CCPS human resources personnel services, 2009.

**COMMENDATION 3-G:**

**The human resources department works closely with principals and supervisors to recruit and staff all teacher and support staff vacancies on a timely basis.**

**FINDING**

HR has not implemented a comprehensive teacher recruitment, employment, and retention plan that includes more intensive recruitment initiatives targeted at workforce diversity and distribution, difficult to staff schools and teaching areas, workplace satisfaction, and teacher turnover and retention strategies.

Even though CCPS has been able to hire sufficient overall numbers of teachers, a more comprehensive recruitment and retention plan is needed to address specific recruitment strategies, to enhance applicant diversity, to ensure sufficient funding, to evaluate the effectiveness of retention initiatives, and to determine the satisfaction levels of both principals and new hires with the staffing process. **Exhibit 3-12** shows the recruitment strategies as outlined in *Design for Excellence* as well as additional information regarding

teacher recruitment contacts, student teacher placements, and substitute teacher information.

**EXHIBIT 3-12  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES RECRUITMENT STRATEGIES**

***Design For Excellence***

***Goal 3: Knowledgeable and Competent Workforce***

- Establish recruiting goals that include an emphasis on increasing diversity in the workplace.*
- Assess the need for a mentoring/outreach network for minority employees.*
- Strategically target recruitment strategies.*
  - *add more recruitment efforts at historically black colleges and universities*
  - *participation in minority career days*
- Strategically target nontraditional recruitment sources*
  - *faith community, local support groups, etc.*
- Train a diverse group of teachers to aid in recruitment programs.*
- Develop a workforce profile using demographic data by school and subject area and how it reflects diversity at all levels, in all schools, in all teaching areas, and in all support staff.*
  - *Update annually and report broadly.*
- Develop and implement or more fully utilize initiatives to attract and prepare minorities and all prospective teachers to teach in CCPS.*
  - *Alternative licensure program*
  - *“Teachers for Tomorrow”*
- Use findings of an improved Exit Survey and focus group/advisory committee to recommend practices to reduce attrition of faculty and staff who are members of under-represented groups.*

**Teacher Recruitment:**

<i>Campus/Conference Events</i>	<i># Contacts</i>	<i>In-House Job Fairs</i>	<i># Contacts</i>	
<i>2006-07</i>	<i>34</i>	<i>728</i>	<i>2</i>	<i>719</i>
<i>2007-08</i>	<i>30</i>	<i>980</i>	<i>1</i>	<i>595</i>
<i>2008-09</i>	<i>25</i>	<i>863</i>	<i>0</i>	<i>0</i>



**EXHIBIT 3-12 (Continued)  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES RECRUITMENT STRATEGIES**

*Based on a thorough review of the available teacher recruitment data, several changes have been made since the 2005-06 school year. Traditionally the same colleges were being visited each year regardless of whether prospects were being hired. We are now emphasizing the following criteria for our recruiting: Virginia colleges, Virginia and nearby states' HBCU and limited out-of-state trips focused on schools that produce significant number of candidates in critical shortage content areas. In addition, we are utilizing electronic sites (Teacher to Teacher.com, ACTFL, etc.) to target critical shortage candidates. Although the overall number of recruitment events attended has decreased, the quality and quantity of candidates has been consistent.*

*Student Teaching Placements:*

	<i>Fall</i>	<i>Spring</i>	<i># Universities</i>
<i>2006-07</i>	<i>107</i>	<i>138</i>	<i>10</i>
<i>2007-08</i>	<i>100</i>	<i>152</i>	<i>12</i>
<i>2008-09</i>	<i>145</i>	<i>185</i>	<i>16</i>

*Substitute Info:*

- A concerted effort has been made to encourage schools to more fully utilize the Subfinder system. Although not all schools are using the system's full capabilities to assist with filling positions and recording absences, there has been significant progress.*
- There are fewer substitutes in the system as a number of substitutes who had not been actively accepting positions were purged from the lists.*

*"Fill rate" for teaching positions*

<i>2006-07</i>	<i>94%</i>
<i>2007-08</i>	<i>93%</i>
<i>2008-09</i>	<i>96.5%</i>

*Although the data shows there were unfilled jobs, these positions are covered within the schools by reassigning substitute teachers or instructional staff. In general the jobs not filled occurred on days when there was a high absentee rate throughout the school system.*

Source: CCPS human resources department, 2009.

In order to enhance diversity of the teaching workforce and increase the overall number of applicants for teaching positions, HR needs to enhance its analysis of recruitment activities and continue to focus on cost effectiveness and critical need areas. An overall teacher redistribution strategy must also be considered to include provisions for encouraging teachers of all ethnic backgrounds to be represented in all schools.

Another factor that warrants the implementation of a more comprehensive teacher recruitment and retention plan is the fact that, with baby boomers aging, classroom teachers

are expected to resign, retire, and leave the division at a rate that is expected to increase over the next decade. **Exhibit 3-13** illustrates the number of teachers and other employees who have resigned or retired over the past three years. **Exhibit 3-14** shows the turnover percentage by employee group. Exit survey results for the same time period (**Exhibit 3-15**) show the reason for separation. Coupled with the expected increases in student enrollment, the expected need for new and more diverse teacher candidates will require more intensive and focused recruitment strategies over the next few years.

**EXHIBIT 3-13  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
NUMBER OF RESIGNATIONS AND RETIREMENTS  
2007-2009**

<b>EMPLOYEE CATEGORY</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Central Office (Administrators)	0	5	32
School & Other Instructional Personnel	380	406	352
Secretaries/Clerks/Technicians	39	47	10
Food Services Workers	57	51	44
Maintenance (Custodians and Staff)	55	43	44
Bus Drivers & Staff	57	43	37
<b>Total</b>	<b>588</b>	<b>595</b>	<b>519</b>

Source: CCPS human resources department, demographic data, November 2009.

**EXHIBIT 3-14  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
TURNOVER RATE  
2007-2009**

<b>EMPLOYEE CATEGORY</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>
Central Office Administrators (assistant superintendents, directors, coordinators, supervisors, and other personnel)	0.00%	3.68%	5.19%
School-based (principals/assistant principals, teachers, guidance counselors, librarians, teacher aides and other instructional personnel)	7.16%	7.22%	6.11%
Secretaries/clerks/technicians	6.10%	6.69%	4.26%
Food Services	15.45%	13.53%	10.78%
Transportation (bus drivers and staff)	11.78%	8.46%	7.14%
Maintenance	8.82%	6.48%	6.81%
<b>Total</b>	<b>7.77%</b>	<b>7.43%</b>	<b>6.29%</b>

Source: CCPS human resources department, demographic data, November 2009.

**EXHIBIT 3-15  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SEPARATION RATE BY REASON  
2007-2009**

SEPARATION REASON	2006-07	2007-08	2008-09
Accepted New Job (Competitor)	5.61%	6.22%	2.75%
Accepted New Job (Non-Competitor)	6.63%	9.41%	6.88%
Dissatisfied With Working Conditions	0.00%	0.67%	0.39%
Medical Reasons	1.70%	1.68%	1.38%
No Reason given	11.05%	7.39%	3.54%
Personal Reasons	23.30%	21.34%	22.59%
Relocation	14.97%	14.96%	13.56%
Returned to School	1.70%	1.51%	1.38%
Normal Retirement	6.12%	8.24%	10.81%
Disability Retirement	5.10%	2.02%	4.13%
SRP Completion	11.39%	12.94%	15.72%
Job Abandonment	2.72%	2.52%	1.57%
LOA Expiration	1.53%	2.35%	2.95%
Misconduct/Violation of Policy	2.55%	0.84%	1.18%
Non-Renewal (Professional Staff)	0.51%	0.34%	1.18%
Nonrenewal (Support Staff)	0.17%	0.17%	0.39%
Unsatisfactory Job Performance	1.02%	1.51%	1.77%
Failure to Meet Contractual Obligations	0.17%	0.67%	1.96%
Death	0.85%	1.34%	1.77%
Reduction in Force (RIF)	N/A	N/A	0.59%
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

Source: CCPS human resources department, demographic data, November 2009.

The HR department needs to form a project team to work with principals and supervisors to develop a recruitment and retention strategy to meet the future workforce needs of the division. This strategy would include use of employment and resignation trend data to forecast the future needs of the division. The plan must include goals and strategies for recruitment, employment, and employee retention. Processes and procedures for monthly and annual monitoring of results and accomplishments would be incorporated to insure accountability for results.

In addition, a recruitment advisory committee could be appointed to help explore ways in which CCPS could focus its efforts and incentives to attract a more diverse group of teachers. The identification of prioritized needs from a variety of diverse stakeholders would result in a more innovative and comprehensive recruitment and retention plan. CCPS recruitment initiatives are provided in **Exhibit 3-16**.

EXHIBIT 3-16  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HUMAN RESOURCES RECRUITMENT STATEMENT

**Recruitment**

1. *The Chesterfield County Public Schools will continue to analyze and expand its recruitment sources and method to ensure that it provides the fullest pool of minority and women applicants for all job categories. For Professional/specialty occupations, the Human Resources Department will continue to target recruitment visits to colleges where there exists a large pool of minority candidates majoring in education. The division will also expand the recruitment of minorities during the mid-year by identifying community organizations and recruitment sources that can provide a pool of qualified minority candidates.*

*For classified positions, the Human Resource Department will request the assistance from local and state employment offices and placement agencies to secure qualified minorities and women for authorized openings. Contacts with recruitment sources at trade and vocational centers will be fully utilized to secure minorities and women to fill classified, maintenance, technical clerical/support and service occupations within the division. All vacancy notices, job posting and employment advertising will continue to indicate that the Chesterfield County Schools is an equal opportunity employer. Increased contacts will be made with placement offices and other appropriate agencies to inform them that the system is an affirmative action employer and to also encourage them to refer qualified minority and women applicants.*

Source: CCPS human resources department, 2009.

**RECOMMENDATION 3-5:**

**Develop and implement an enhanced strategic comprehensive teacher and employee recruitment and retention plan designed to increase both the number and the diversity of applicants and to provide workplace enhancements to increase employee satisfaction.**

The comprehensive strategic recruitment and retention plan should incorporate an annual forecast of workforce needs, the expected results, specific results measures, annual diversity enhancement initiatives for recruitment, budget expectations, and both short and long term enhancements.

Annual summary of accomplishments and recruitment results documents should be developed and provided to the superintendent and school board. Such reports would inform board members, division staff, and community stakeholders of the intensive efforts being made to recruit and retain a high quality and culturally diverse workforce of teachers and support personnel.

The implementation of this recommendation would result in enhanced diversity of the teaching staff, improvement in recruiting teachers for critical shortage areas, and increased new hire teacher retention. This comprehensive recruitment and retention plan should become a part of the overall HR strategic initiatives aligned with *Design for Excellence*.

## **FISCAL IMPACT**

The implementation of this recommendation can be accomplished within the existing budget and should not require additional funding; approximately 12 hours of HR staff time, primarily from the directors, will be required.

### **3.5 Employee Compensation and Benefits**

Wages, salaries and benefits that are internally equitable and externally competitive are essential elements in the recruitment, development, and retention of high quality employees. Total compensation for most employee groups includes wages and salaries paid as well as sick and personal paid leave, paid health, and other insurance and retirement benefits.

The HR department provides basically two salary schedules for regular employees. These are the teacher salary schedule and the coordinated pay plan salary schedule. Wage and salary tables and payroll schedules are well developed and outlined in the *Coordinated Pay Plan Booklet* developed and printed annually.

## **FINDING**

Annual salary and compensation comparisons with other divisions and employers are conducted by the compensation and benefits office in order to determine the division's relative competitive level and to guide budget development. Even though this comparison of existing salaries and wages with public and private sector jobs can be difficult and complex, the office performs this function with efficiency and accuracy. Simplified guidelines for implementation of salary administration procedures and requirements are clearly communicated in the salary booklet.

In addition, relative salary balance is maintained between administrative and staff salaries as well as certificated and classified job classifications through the consistent application of a standard job evaluation process. The coordinated pay plan salary schedule provides exceptional flexibility of application according to broad index differentials and pay grade ranges.

Results from the MGT survey indicate that a significant percentage of both teachers and principals/assistant principals do not think their salary levels are competitive. On the survey statement regarding salary levels being adequate for their levels of work and experience, both teachers (65 percent) and principals/assistant principals (43 percent) indicated disagreement. Survey results on these issues are provided in **Exhibit 3-17**.

**EXHIBIT 3-17  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
SALARY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Salary levels in this school division are competitive.	53/32	39/41	32/49
My salary level is adequate for my level of work and experience.	44/39	31/43	19/65

Source: MGT of America, Inc. survey results, 2009.

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

As discussed in the CCPS school board-approved FY 2010 Financial Plan (Appendices, p. 97), in order to address below-market average salaries, in 2005 the CCPS school board approved a plan for “an incremental approach for salaries that was market sensitive and sustainable over time.” A three-year plan to bring teacher salaries up to the overall average of regional comparison school divisions “enabled the teacher scale to be ahead of the local market average.” In addition, during the same three-year period, non-teacher employees including principals/assistant principals paid according to the graded pay plan received comparable salary increases. In 2008, a “local market survey of 68 graded positions indicated a +1 percent market position for Chesterfield County Public Schools.” This position reflects a significant budget commitment by the school board and superintendent to support all groups of employees with salaries that are competitive with the regional market place.

**COMMENDATION 3-H:**

**CCPS is committed to providing competitive salaries and developing a salary and compensation structure that is easily understood and applied as well as consistently maintained for both internal equity and external competitiveness.**

**FINDING**

CCPS provides comprehensive paid and unpaid leave benefits to all employees. Limits on leave accrual and usage are clearly defined and applied consistently. This practice ensures equitable application of rules and procedures and helps prevent misuse by employee groups.

Employees eligible for insurance and leave benefits may use sick or personal leave when they are absent from work. Guidelines and rules for the accumulation and use of sick and personal leave are required in order to hold employees accountable and to prevent misuse and abuse that reduces productivity.

The financial costs in terms of lost productivity and the value of lost instructional time for teachers are difficult to determine. The cost of hiring substitute teachers can be determined

by review of the substitute teacher budget account, which is directly related to the number of teacher absences that occur.

Based on HR data, the most recent data on average teacher absences was reported to be an average of approximately 220 per day. If all days absent require a substitute at the base substitute teacher pay rate of \$80.00 per day, there is an average cost of \$17,600 per day or \$3,185,600 for the 181 day teacher work year when substitutes would be needed.

**RECOMMENDATION 3-6:**

**Consider development and implementation of an incentive plan to encourage teacher attendance through utilization of substitute teacher funds.**

**FISCAL IMPACT**

This recommendation can be implemented with existing personnel and budget resources. Reduction in the numbers of days teachers are absent would result in direct cost savings for employment of substitute teachers. This savings could be passed along to teachers in the form of attendance incentives.

**FINDING**

The compensation and benefits office has provided a clear and easily understood outline of federal overtime pay guidelines provided by the US Department of Labor (USDOL). Determination of employee exempt versus non-exempt status for all job classifications is listed on each job description and on the alphabetical table of graded classifications in the *Coordinated Pay Plan Booklet*.

Application of the *Fair Labor Standards Act* (FLSA) is intended to insure that employers provide overtime pay at time and one half to all employees who are “non-exempt” from its provisions. The USDOL provides guidelines for employers to follow in making the determination of overtime status of employees according to their job duties and classification descriptions. **Exhibit 3-18** shows the directive regarding overtime rules and procedures as provided in the *Coordinated Pay Plan booklet*.

**EXHIBIT 3-18  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
OVERTIME PROCEDURES DIRECTIVE**

*Several issues surrounding the Fair Labor Standards Act need to be addressed. The Department of Labor defines a non-exempt employee as an employee who must be paid for all hours worked in a workweek and is eligible for overtime or compensatory time for hours worked in a workweek beyond 40. Teachers and other licensed professionals are exempt from overtime requirements.*

- No non-exempt employee will be allowed to hold an extended responsibility position or extra job, which requires payment from Chesterfield County Schools*
- A non-exempt employee may not volunteer for any position without compensation (i.e. a club sponsor who normally does not receive a supplement).*
- No non-exempt employee may be permitted to work non-contractually during his or her normal annual work assignment. Any additional time worked during this period must be reported on the attached Time Sheet for Non-Exempt Employees (Form No. AAA-FLSA01).*
- A supervisor/principal who knows, or should know, that an employee is working overtime, must comply with the FLSA and compensate the employee for the overtime worked.*
- Payment at the regular rate for hours up to 40 and overtime at time and one-half the regular rate of pay is required for all hours worked beyond forty hours per week.*
- Compensatory time, in lieu of overtime payment, must be authorized at no less than straight time for hours up to 40 and at time and one-half hours for each hour of work in excess of 40 hours in a workweek.*
- Compensatory time that has been accrued prior to October 1, 2004, must be taken by the end of the 2004 calendar year or submitted to the Payroll Department for payment.*
- The appropriate principal/supervisor must approve overtime in advance. Principals/supervisors must not allow employees to work overtime without authorization and shall inform employees in writing that if they "elect" to work overtime without authorization, they may be subject to disciplinary action.*
- If a non-exempt employee on occasion has an assignment after the regular workday, you may elect to use flextime, allowing an equal amount of time off that same week, to ensure that the total number of hours worked is the normal 40.*
- Non-contractual agreements will continue to be used for any employee performing work outside his or her normal annual contract or annual work assignment.*



**EXHIBIT 3-18 (Continued)  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
OVERTIME PROCEDURES DIRECTIVE**

- *The requirements of the FLSA are unwavering: we must pay non-exempt employees overtime pay (or grant the requisite compensatory time) for any time worked in excess of forty hours (40) per week. No Exceptions.*
- *Principals/supervisors who allow unauthorized overtime may be subject to disciplinary action.*

Source: CCPS assistant superintendent human resources, Memo Directive, October 2004.

**COMMENDATION 3-I:**

**The division assigns appropriate overtime eligibility status to all classifications of employees and holds supervisors and employees accountable for appropriate authorization and management of overtime.**

**FINDING**

CCPS provides high quality insurance benefits to all eligible employees, administered by the compensation and benefits office. The office staff are cross-trained in all service areas which ensures quality back up when staff are absent. In addition to salary and compensation services, the office also provides insurance benefit administration, leaves of absence, retirement planning, and wellness programs. A wellness coordinator has recently been employed to provide enhanced health and wellness initiatives and activities.

An additional service offered by the office is group retirement planning seminars provided to all employees within five years of retirement eligibility. Information is provided related to retirement savings plans, monthly retirement benefits, health insurance retirement options, and the local supplemental retirement plan.

Compensation and benefits office staff provide services to approximately 12,000 active employees and retirees and provide extended workday service hours to accommodate customers. All employees and retirees are provided easy access for customer communications through an e-mail account titled simply "Benefits." These services are provided with a minimum number of staff when compared with the Chesterfield County compensation and benefits office, less than half as many employees and retirees. **Exhibit 3-19** illustrates the comparative number of staff in each organization.

**EXHIBIT 3-19  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND CHESTERFIELD COUNTY  
COMPARISON OF COMPENSATION AND BENEFITS OFFICE STAFFING  
2009**

<b>CHESTERFIELD COUNTY SCHOOLS (TWICE AS MANY EMPLOYEES AND RETIREES)</b>	<b>CHESTERFIELD COUNTY</b>
1 Director of Compensation and Benefits	1 Assistant Director
3 Personnel Administrators	1 Comp/Benefits Manager
1 HR Technician	1 Sr. Compensation Analyst
1 Office Manager Senior	1 Sr. Benefits Analyst
1 HR Analyst	2 Benefits Analyst
1/2 Wellness Coordinator	1/2 Wellness Coordinator and support from: <ul style="list-style-type: none"> <li>• 76 HR Liaisons (HR decentralized)</li> <li>• 20 Administrative Services – clerical support, leave donation, extended sick leave)</li> </ul>
Centralized department for all functions including: <ul style="list-style-type: none"> <li>• Benefits</li> <li>• Retirement</li> </ul>	Decentralized with functions throughout organization
Supplemental Retirement Program	No Supplemental Retirement Program
Administers 403b and 457b Plan	Administers 457b Plan
Administers Employee Assistance Program	Employee Assistance Program administered in Emp. Rel. Dept.
Administers all forms of Leave	
All Compensation/Class/Job Descriptions and Organization Charts	Decentralized Compensation/salary assignments in departments

Source: CCPS office of compensation and benefits, 2009.

**COMMENDATION 3-J:**

**The compensation and benefits office provides efficient and cost-effective expertise and services to employees and retirees regarding health, wellness, and retirement benefits.**

**FINDING**

CCPS provides cost-effective health insurance benefits to all eligible employees. The costs associated with this benefit, however, continue to increase faster than the rate of inflation. CCPS participates along with Chesterfield County in a consortium whose task is to leverage buying power to provide the highest quality health insurance options at the lowest possible costs to employees and the school division. In addition, the compensation and benefits office has initiated a significant number of programs and initiatives to promote improved employee health services and to help control increased costs. A listing of these initiatives is provided in **Exhibit 3-20**.

**EXHIBIT 3-20  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HEALTH CARE IMPROVEMENT INITIATIVES  
2008-09**

***Activities to Control Rising Health Care and Benefit Costs***

- *Participate in a competitive bid process to select a health benefits carrier (along with the County) built around cost savings through wellness initiatives and disease management programs to reduce claim costs.*
- *Negotiated a rate guarantee each year of the health contract so that the increase cannot exceed a certain percentage.*
- *Negotiated for selected health carrier (Anthem) to pay \$5 per employee to cover wellness programs offered by County and Schools.*
- *Negotiated an annual gain-sharing agreement whereby Anthem pays the County and Schools a portion of its profits based on a pre-determined claims loss ratio.*
- *Hold annual health fairs alongside CITE technology fairs for all employees. Each year, participation has increased. Incentives are built in for employees to participate in on-site screenings and health education seminars.*
- *Hired a Wellness Coordinator whose position is split between County and Schools. Funding is paid from gain-sharing money mentioned above. Wellness Coordinator oversees wellness program, and uses claims data to target wellness efforts.*
- *Surveyed employees to determine baseline and levels of interest in wellness program and knowledge of their own health.*
- *Held health fair for Transportation Department during their mandatory in-service day. Performed on-site screenings, targeted health related topics such as nutrition, smoking cessation, healthy back, and held guided walking tours, etc. Surveys and follow up will continue with this group.*
- *Developed and oversees competitive walking programs throughout the division with incentives for employees to compete and increase their walking.*
- *Developed an Employee Health Center for County and Schools employees.*

Source: CCPS office of compensation and benefits, 2009.

The results of these ongoing efforts are that the division is able to maintain a two-year cap on cost increases for the same level of benefits. The overall rates are lower for CCPS than for comparable plans in comparison divisions. Even though national averages for cost of health care benefits continue to increase, CCPS has worked to control cost increases with an average annual increase over the past five years of approximately 8.5 percent per year.

**Exhibit 3-21** compares CCPS rates for employee and employer provided health care with peer school divisions and municipalities.

**EXHIBIT 3-21  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND COMPARISON SCHOOL DIVISIONS  
MONTHLY HEALTH INSURANCE PREMIUMS  
2009-10**

<b>ORGANIZATION</b>	<b>EMPLOYEE COST</b>	<b>EMPLOYER COST</b>	<b>TOTAL COST</b>
Chesterfield County and Public Schools	\$48	\$377	\$425
Hanover County and Public Schools	\$42	\$407	\$449
Henrico County and Public Schools	\$27	\$425	\$447
Richmond City Public Schools	\$45	\$392	\$437

Source: CCPS human resources department, 2009.

Over the past decade, a variety of options for controlling costs while at the same time providing comparable levels of health insurance benefits have been considered. On a national basis, increases in employee contributions and a reduction in plan “richness” has become common practice. Additional initiatives have included multiple plan designs that include provisions such as higher deductibles, higher co-payments for doctor visits and prescription drugs and employee wellness programs.

The compensation and benefits office C-Fit employee wellness program is one example of the division’s attempt to provide incentives that help employees improve their health while at the same time hold the line on increased costs. The division has developed a wellness advisory board, a wellness taskforce, and school-based wellness warriors to communicate good health and wellness information and to encourage employee participation. Initiatives include a health promotion survey with respondent information used to provide enhancements and to guide program offerings. In addition, wellness program leaders initiated a partnership with the technology department to provide an annual technology/health fair for employees. Over the last five years there has been a dramatic increase in overall attendance at the technology/health fair with over 1,500 employees attending in 2009.

**COMMENDATION 3-K:**

**CCPS is implementing initiatives to control rising health insurance costs while at the same time providing wellness programs and incentives to improve the health of its employees.**

**FINDING**

The division provides a locally-funded supplemental retirement program that provides a benefit of “175 percent of final annual compensation divided by the number of years chosen

to receive the supplemental retirement benefit. The minimum payout is five years. Participants may request a longer payout.” After a 30-day “break in service” period, participants are required to provide service (work) in a “part-time classification” for 183, 210, or 240 days during the following year based on their last year employment work year status.<sup>1</sup>

There are a number of competing school districts providing a similar retirement benefit but this benefit is provided in order for CCPS to maintain its relative competitive position with comparable divisions in the Richmond area. The cost of this program, however, continues to increase even though overall revenues continue to decline and cuts are being mandated in other budget areas.

In 2009, the annual required budget contribution to this program was \$8,212,740 and the expected benefit payments for the 2010 plan year are \$9,992,048. As of July 2009, the total pension benefit obligation was \$78,404,245 and the net assets available for pension benefits were \$19,420,921, leaving an unfunded pension benefit obligation of \$58,983,324. This unfunded liability represents a significant challenge to the financial status of CCPS and options for managing this significant long-term obligation should be developed.

**RECOMMENDATION 3-7:**

**Develop a financial plan to manage the annual cost and unfunded liability of the supplemental retirement program.**

A significant number of current employees will become eligible for this benefit in the next few years as “baby boomers” reach retirement age. The increased number of participants will dramatically increase the cost of this program.

**FISCAL IMPACT**

The implementation of this recommendation can be with existing budget funds and should not require additional budget funds. Approximately 50 hours of time will be needed, primarily from support staff and consultants, with input and oversight by the Directors of Management and Budget and Finance, and the Assistant Superintendent of Business and Finance.

**3.6 Professional Training and Development**

Professional workforce training and development is an essential component of a well-run organization focused on continuous quality improvement. Building the division’s teaching, administrative, and support staff capacity is essential to the accomplishment of the mission, vision, and goals of *Design for Excellence*. The HR professional development office is charged with the primary task of development, implementation, and coordination of a wide variety of training and development initiatives to support certified and classified teachers, leaders, and staff.

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<sup>1</sup> Source: Supplemental Retirement Program for Employees of Chesterfield County Schools - Actuarial Valuation Report as of July 1, 2009.

**FINDING**

Although like all other CCPS departments, budget reductions have created challenges in operations, the professional development office functions with fewer staff than comparable school districts as illustrated in **Exhibit 3-22**. Thus the Professional Development Office staff must provide a significant number of training and development opportunities in the least costly and most efficient methods available.

**EXHIBIT 3-22  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND COMPARISON SCHOOL DISTRICTS  
COMPENSATION AND BENEFITS OFFICE STAFFING  
2009**

Chesterfield County PS		Henrico County PS		Fairfax County PS		Virginia Beach City PS	
Number	Position	Number	Position	Number	Position	Number	Position
1	Director	1	Director	1	Asst Sup	1	Director
1	Asst Dir	1	Asst Dir	1	Exec Asst to the Supt	9	Staff Dev Spec
1	Manager	2	Staff Dev Spec	2	Director	1	Instr Spec
1	Teacher	4	Staff Dev Instr	6	Prog/ProjMgr/Coord		
1	Sr HR Analyst			9	Staff Dev Spec		
<b>5</b>	<b>TOTAL</b>	<b>8</b>	<b>TOTAL</b>	<b>19</b>	<b>TOTAL</b>	<b>11</b>	<b>TOTAL</b>

Source: CCPS office of professional development, 2009.

The professional development office provides a number of training options and opportunities focused on division needs and value added customer service. Multiple training opportunities for selected employee groups are provided, for example, a beginning teacher academy for new teachers as well as PD360 on-demand professional development for teachers that can be accessed at their convenience from either school or home. Other training and professional development highlights include the following:

- National speakers are utilized for the superintendent’s quarterly leadership sessions for principals, assistant principals and other school based administrator groups.
- Membership was paid for each school to be members of the National Staff Development Council whose *Journal of Staff Development Magazine* provides the latest information from recognized experts.
- Initiatives have been implemented to provide a comprehensive program for classified employees that include book studies, lunch and learn sessions, customer service and cultural competency.
- A new leadership series is being offered for classified administrators and managers in addition to courses being offered through the benefits office by Optima.
- Online courses for classified employees are being offered through a partnership with Chesterfield University.
- Leadership training for teachers includes Teacher Leaders and Administrators as Skillful Trainers and Leadership 101 offered through VCU.

- The professional development office is leading the cultural competence training initiative for the division and, in coordination with other region one partner school divisions, provides regional training on 21st century skills.
- First- and second- year principals complete an EDGE 360 assessment, providing each with a multi-rater picture of performance as perceived by others. Results of the detailed 360-feedback report guide the development of the professional growth and performance plan for administrators.
- Principals applying for the principal of distinction endorsement must complete an additional EDGE 360 assessment as part of the state requirement for the endorsement.
- The professional development office is responsible for the districtwide implementation of the professional growth and performance planning (PGPP) employee evaluation process for teachers, classified staff, administrators and instructional support staff with pilot programs currently in progress and districtwide implementation planned for the 2010-11 school year.

In addition, the professional development office provides extensive announcements and multiple communications regarding training and development opportunities being offered throughout the year. **Exhibit 3-23** provides an excellent example of an announcement intended to both communicate information and to create interest among employees.

**EXHIBIT 3-23  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROFESSIONAL DEVELOPMENT SAMPLE ANNOUNCEMENT**

**Professional Development “What’s New” Announcement for 2009  
Focus Areas for 2008-09 Supporting the Design for Excellence**

**Academic excellence of all students**

- Develop and implement professional development activities using 21<sup>st</sup> century tools.
- Provide professional development to foster and sustain effective professional learning communities.
- Develop and implement professional development for leaders to guide continuous instructional improvement.

**Safe and supportive learning environments**

- Support all employees in development of individual professional growth plans.

**Knowledgeable and competent workforce**

- Implement the PGPP-T in 17 elementary, middle, and high schools.
- Examine PGPP’s and School and Departmental Improvement Plans to identify professional development needs.
- Develop and implement professional development activities ensuring that all employees engage in effective professional learning which supports 21<sup>st</sup> century learning.
- Develop differentiated support to employees at all levels that need assistance to progress to their next level of leadership.
- Provide instructional staff and administrators’ orientation and training in the Rigor and Relevance Framework of the International Center for Leadership in Education.
- Develop core classes/academies for classified employees that will enhance a consistent culture of service across our school division.

**EXHIBIT 3-23 (Continued)**  
**CHESTERFIELD COUNTY PUBLIC SCHOOLS**  
**PROFESSIONAL DEVELOPMENT SAMPLE ANNOUNCEMENT**

**Community investment in public schools**

- Provide community members and business partnerships with the knowledge and skills to support 21st century learning.
- Enhance the working relationship between the Departments of Professional Development, Administrative Support, School Improvement, Special Education, Technology, Curriculum and Instruction, Human Resources, Facilities and the Chesterfield Public Education Foundation to recognize and reward 21<sup>st</sup> century teachers, leaders and staff.

What's NEW in PD?

Monthly issues of PDF (Professional Development Focus) sent to leaders highlighting key areas:

- Book Recommendations
- Leadership Highlights
- Professional Learning Communities
- Professional Growth and Evaluation for Teachers and Administrators
- Professional Growth for Classified Employees
- New Teacher Training and Support
- On demand professional development pilot for 17 schools
- PGPP-T for teachers and PGPP-C for classified employees
- Enhanced intranet site with motivational quotes, resource list for checkout, and power point resources...coming soon!
- Recognition of 21<sup>st</sup> Century Flipstars-teachers, administrators and classified employees using 21<sup>st</sup> Century skills to enhance student learning and workplace efforts!
- Partnership with Chesterfield University
- Academies for Classified Employees
- Enhanced Efforts to Support Professional Learning Communities in Schools and Departments

Source: CCPS, office of professional development, 2009.

The CCPS new teacher induction program consists of a special program of services to aid beginner teachers and career-switchers or teachers new to the school system for up to three years.

**COMMENDATION 3-K:**

**The professional development office provides extensive high quality training and development communications and opportunities for all employee groups.**

**FINDING**

One of the most critical functions of a high performing school division professional development office is the planning, implementation, and accomplishment of annual training and development courses, seminars, and events that enhance the capacity of employees. In addition to the listing of annual actions and tasks listed in the *Design for Excellence*, the professional development office provides specific written "Goals for the Department of



Professional Development". Examples of priorities identified for 2008-09 include the following:

- Develop and implement professional development activities ensuring that every educator and classified employee engages in effective professional learning so that every student benefits.
- Deepen educators' content knowledge and provide them with research-based instructional strategies to assist students in meeting rigorous academic standards and 21st century skills.
- Provide professional development to foster and sustain effective professional learning communities.
- Develop and implement professional development for leaders to guide continuous instructional improvement.
- Support all employees in development of individual professional growth plans.
- Implement the PGPP-T in 17 elementary, middle, and high schools for the purpose of receiving feedback for revising and perfecting the PGPP-T prior to full-scale implementation.
- Survey employees and examine PGPP's and school and department improvement plans to identify professional development needs.
- Develop differentiated support for employees at all levels that need assistance to progress to their next level of leadership.
- Provide instructional staff and administrators' orientation and training in the rigor and relevance framework of the international center for leadership in education.
- Provide community members and business partners with the knowledge and skills to involve families and other stakeholders in supporting 21st century skills.
- Enhance the working relationship between the professional development office, administrative support, school improvement, special education, technology, curriculum and instruction, human resources, facilities and the Chesterfield Public Education Foundation to recognize and reward 21st century teachers, leaders and staff.

Coupled with its *Design for Excellence* departmental plan, the professional development office's priority statements provide sufficient written objectives, strategies, and tasks to effectively guide initiatives and decision making that is consistent with the capacity building needs of the division's workforce. In addition, the office provides an annual report of its activities and task accomplishments. **Exhibit 3-24** is an example of the office's overall departmental focus areas for 2008-09.

**EXHIBIT 3-24  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROFESSIONAL DEVELOPMENT OFFICE  
OVERALL DEPARTMENTAL FOCUS AREAS REPORT  
2008-09**

**Office of Professional Development Report of Overall Departmental Focus Areas for 2008-09**

- Coordinated work on Design for Excellence departmental goals.
- Branded the Department of Professional Development.
- Developed and distributed monthly Professional Development Focus (PDF) newsletters
- Initiated 21<sup>st</sup> Century Professional Awards in conjunction with Chesterfield Public Education Foundation.
- Collaborated with ALL departments and schools to provide coordinated professional development opportunities.
- Distributed quarterly Professional Development and Leadership Opportunities Book.
- Cooperated with universities to provide professional development opportunities and coursework options for teachers.
- Coordinated tuition reimbursement.
- Maintained SDRweb.
- Provided security coverage at front desk for the Fulghum Center.
- Developed CCPS Professional Development frameworks for (1) teachers, (2) leaders, and (3) classified employees.
- Developed and piloted Professional Growth and Performance Plans for Teachers, Instructional Support (in progress) and Classified Employees.
- Provided differentiated professional development to schools and departments on topics related to Professional Learning Communities, classroom management, cultural competence and customer service.
- Piloted PD 360 for 16 schools and 3 central office sites.
- Developed and implemented professional development for leaders to guide continuous instructional improvement.

Source: CCPS, office of professional development, 2009.

Another important function of a high performing office of professional development is the provision of a program to identify, develop, train, and induct sufficient numbers of principals/ assistant principals to meet the needs of the division. In addition, to masters' or higher degrees in leadership and supervision, participation in a multi-year induction and mentorship

leadership institute is critical for initial success. Provided by field-based practitioners, the CCPS leadership institute provides “real world” experiences and leadership development experiences in a controlled environment. This allows individual feedback and direction for performance improvements prior to appointment as a school administrator.

The CCPS leadership institute program consists of three phases that begin with participation in the Jepson School of Leadership Studies at the University of Richmond, to year-long mentorship with an assistant principal, culminating in a “mock” job interview conducted with leaders from the HR personnel office. This program has trained an average of 17 participants annually over the past three years. Of the 53 participants who have completed the program to date, 28 (approximately 53 percent) have been promoted to school-based leadership or administrative positions. Additional professional development opportunities for leaders include the following:

- Leadership plans are included in the *Professional Development and Leadership Opportunities Book* or the *Professional Development Learning Opportunities Book* (Leadership Plan section)
- Data sources included:
  - 2008-09 Plan for Superintendent’s Quarterly Leadership Sessions
  - 2009-10 Plan for Superintendent’s Quarterly Leadership Sessions
  - Cultural Competence Five-Year and Current Year Plan
- Sample agendas from Superintendent’s Quarterly Leadership Sessions
- Breakfast Leadership Series Brochure (2009-10) and Issues in Leadership
- Next Generation Leadership Academy Session summaries and brochure
- Leaders in Transition Summer Institute
- Toolkit for New Leaders (2009)
- Aspiring Leaders Institute

Results from the MGT survey indicate a high degree of satisfaction with the services provided by the professional development office. On the survey item regarding “who to contact in the central office to assist me,” a significant of respondents indicated agreement responses by teachers (72 percent), principals/assistant principals (98 percent), and central administrators (94 percent).

Survey responses were less enthusiastic on questions regarding staff development offered “for support staff” with approval ratings by teachers (21 percent), principals/assistant principals (57 percent), and central office administrators (50 percent). A significant number of new programs were initiated for classified and support staff during the 2009-10 school year; results of these improvements should be evidenced in the end of the year professional development report. Examples of classified employee professional development initiatives include the following:

- Framework for classified employee professional development (presented to school board, spring 2009) includes:
  - Core curriculum
  - Skillblock classes
  - Mentoring (in progress)
  - Leadership
  
- Classified employee learning center announcement—a new center for classified employees to take online classes; includes five computers and access to hundreds of online classes through Skillsoft.
  
- Partnership with Chesterfield University (county government) for online Skillsoft classes available to our classified employees from work or home.
  
- Leadership opportunities including book study sessions

The survey statement regarding “offers incentives for professional development” showed the highest percentage of disagreement among respondents. Teachers and central office administrators disagreed more than they agreed, with principals/assistant principals providing slightly more agreement. This dissatisfaction is predictable given the current budget challenges, pending “furlough” days, and other cost saving measures. Funding for incentives is difficult to justify and difficult to provide when considered along with other critical funding issues. **Exhibit 3-25** provides summary percentage responses to these survey statements.

**EXHIBIT 3-25  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PROFESSIONAL DEVELOPMENT**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Staff development opportunities provided by this school division for teachers.	74/9	80/20	57/42
Staff development opportunities provided by this school division for school administrators.	71/15	77/23	23/8
Staff development opportunities provided by this school division for support staff.	50/41	57/36	21/17
Our division offers incentives for professional advancement.	27/30	55/24	31/36
I know who to contact in the central office to assist me with professional development.	94/6	98/2	72/13

Source: MGT of America, Inc., survey results, 2009.

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

**COMMENDATION 3-L:**

**The professional development office develops annual needs-based priorities, reporting accomplishments and providing programs to support schools and departments.**

Another important aspect of professional development is individual employee performance evaluation. The professional development office has guided the development of professional growth and performance plans (PGPPs) for all categories of employees including:

- Administrators (PGPP-A) for principals and central office staff.
- Teachers (PGPP-T) for teachers, resource teachers, and librarians.
- Instructional support providers (PGPP-I) for guidance counselors, social workers, psychologists, school nurses, and other professionals.
- Classified employees (PGPP-C) for bus drivers, secretaries, custodians, food service workers, paraprofessionals, Web developers, and other classified staff.

With four phases of implementation conducted over the past seven years, full implementation of all PGPP plans is scheduled for the 2010-11 school year. Currently, pilot implementations are being conducted in 11 elementary, three middle schools, and two high schools as well as in the central office departments of professional development, personnel, and compensation and benefits. These pilot programs are intended to:

- Validate evaluation processes.
- Provide guidance for development of templates to support formative assessments.
- Identify required support elements.
- Provide feedback from participants regarding issues and concerns related to full implementation.

The PGPP-T for teachers, for example, consists of three key elements including professional growth plans; formative assessments through classroom observations (pre-conference, observation, post-conference); formal classroom walkthroughs and summative evaluations. In addition to monitoring and providing feedback on individual performance, the PGPP-T includes the following features:

- Links professional development to student academic performance and school improvement plans.
- Provides a differentiated process for probationary teachers, veteran teachers and teachers needing directed improvement plans.
- Defines seven research-based performance standards and related performance indicators.
- Guides self-reflection and self-assessment.

- Fosters collaborative review and planning.
- Includes interim and summative performance evaluations on one- or three-year cycles, depending on teacher support needs
- Incorporates annual professional growth plans based on several sources of input.

Professional growth and performance plans for classified employees (PGPP-C) are intended to provide annual professional growth and performance accountability. The purpose of the PGPP-C is “to establish a comprehensive system for developing, evaluating, retaining and recognizing high-quality classified staff in all schools and offices.” The PGPP-C consists of two major components including annual professional growth as well as annual performance evaluation. Fundamental aspects of the PGPP-C include the following:

- Provide clear and consistent performance expectations.
- Support continuous learning and growth.
- Enhance professional experiences through mutual respect and trust.
- Foster collaboration among employees including peers and supervisors.
- Provide multiple ways of developing and documenting skills and knowledge.
- Engage employees and managers in reflective performance and active involvement to enhance the overall work environment.

The PGPP-A for administrators provides guidance for professional growth and performance evaluation according to seven core competencies and 31 performance indicators. Core competencies include:

- Instructional Leadership.
- Planning and Assessment.
- Communication and Community Relations.
- Safety and Organizational Management.
- Professionalism.
- Change.
- Diversity.

Differentiated individualized procedural requirements are provided for new administrators, veteran administrators new to a position, veteran administrators with satisfactory performance, administrators needing structured improvement plans, and administrators who require intensive improvement plans.

In the MGT survey, all respondent groups indicate their job performance is evaluated annually and that they have corresponding professional growth plans. **Exhibit 3-26** shows the survey results from each respondent group.

**EXHIBIT 3-26  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PROFESSIONAL DEVELOPMENT**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
My supervisor evaluates my job performance annually.	71/12	93/4	83/10
I have a professional growth plan that addresses areas identified for my professional growth.	70/18	96/2	71/13

Source: MGT of America, Inc., survey results, 2009.

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

**COMMENDATION 3-M:**

**CCPS develops and implements research-based professional growth, evaluation and development instruments, and processes and procedures to improve the capacity and ensure the accountability of its workforce.**

**4.0 EDUCATION SERVICE  
DELIVERY**

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## 4.0 EDUCATION SERVICE DELIVERY

This chapter presents findings, commendations, and recommendations relating to the cost of education services in the Chesterfield County Public Schools (CCPS). The major sections of this chapter include:

- 4.1 Organization and Management
- 4.2 School Administration and Decision-Making
- 4.3 Special Programs
- 4.4 Service Delivery for Special Education

### CHAPTER SUMMARY

In review of the functional operations of the education service delivery, MGT consultants conducted interviews with all central office personnel from the Departments of Instructional Support and Administrative Support. School-based administrators and support staff were also interviewed. Staff shared the operational functions of their positions, organizational components of their offices or schools, and means of communicating with personnel throughout the division.

Reviewed were departmental personnel roles and responsibilities, instructional programs, state assessment reports, and division-wide survey results regarding issues of instruction, curriculum, communication, and division operations. These activities offered insight into CCPS operational routines and provided opportunities for MGT to cite commendations for work well done and make recommendations for improvement.

The organization and management of, and services provided for special education students are also discussed in this chapter. The *Regulations Governing Special Education Programs for Children with Disabilities in Virginia* requires that school divisions provide free appropriate public education:

*A free appropriate public education shall be available to all children with disabilities who need special education and related services, aged two to 21, inclusive, who meet the definition of "age of eligibility" as outlined in 8VAC20-81-10 and who reside within the jurisdiction of each local educational agency. This includes children with disabilities who are in need of special education and related services even though they have not failed or been retained in a course or grade and are advancing from grade to grade, and students who have been suspended or expelled from school in accordance with the provisions of 8VAC20-81-160. The Virginia Department of Education has a goal of providing full educational opportunity to all children with disabilities aged birth through 21, inclusive, by 2015. (§ 22.1-213 of the Code of Virginia; 34 CFR 300.101 and 34 CFR 300.109)*

*a. The services provided to the child under this chapter shall address all of the child's identified special education and related services needs.*

*b. The services and placement needed by each child with a disability to receive a free appropriate public education shall be based on the child's unique needs and not on the child's disability.*

*§ 8VAC 20-81-100 A.*

The regulations further define free appropriate public education as special education and related services that:

- . . . means special education and related services that: (34 CFR 300.17)*
- 1. Are provided at public expense, under public supervision and direction, and without charge;*
  - 2. Meet the standards of the Virginia Board of Education;*
  - 3. Include an appropriate preschool, elementary school, middle school or secondary school education in Virginia; and*
  - 4. Are provided in conformity with an individualized education program that meets the requirements of this chapter.*
- § 8VAC 20-81-10.

To better understand CCPS education services delivery, MGT compared CCPS statistical information with that of peer Virginia school divisions, jointly selected by CCPS and MGT. The four peer divisions are Chesapeake City Public Schools, Henrico County Public Schools, Prince William County Public Schools, and Virginia Beach City Public Schools.

**Exhibit 4-1** compares the 2009-10 fall membership, 2007-08 (the most recent reported) per pupil expenditures, and number of schools per level for all divisions within the peer group. CCPS has 64 schools and 11 specialty centers. There are nine Title I school-wide elementary schools and one Title I targeted assistance elementary school. The per-pupil expenditure for 2007-08 was \$9,344 with an operating budget of \$594.5 million.

CCPS student membership of 59,509 students closely matches the peer division average of 59,372 students. Virginia Beach City Public Schools has the largest membership with 71,198 students and Chesapeake City Public Schools has the smallest student membership with 39,883 students.

The average number of elementary schools for the peer division group is 44. CCPS has lower than the average elementary schools with 38. The peer division averages are 13 middle and 10 high schools. The number of middle and high schools in CCPS are slightly higher than the peer average (14 and 10, respectively).

**EXHIBIT 4-1  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
MEMBERSHIP, PER PUPIL EXPENDITURES, AND NUMBER OF SCHOOLS**

<b>DIVISION NAME</b>	<b>2009-10 FALL MEMBERSHIP<sup>1</sup></b>	<b>2007-08 PER PUPIL EXPENDITURE<sup>2</sup></b>	<b>ELEMENTARY SCHOOLS<sup>3</sup></b>	<b>MIDDLE SCHOOLS<sup>3</sup></b>	<b>HIGH SCHOOLS<sup>3</sup></b>	<b>OTHER SCHOOLS<sup>3</sup></b>
<b>Chesterfield County</b>	<b>59,509</b>	<b>9,344</b>	38	14	11	1
Chesapeake City	39,883	10,690	28	10	7	2
Henrico County	49,407	8,913	45	13	10	3
Prince William County	76,862	10,682	55	15	10	5
Virginia Beach City	71,198	10,796	56	14	11	4
<b>Peer Division Average</b>	<b>59,372</b>	<b>10,085</b>	<b>44</b>	<b>13</b>	<b>10</b>	<b>3</b>

Sources:

<sup>1</sup>Virginia Department of Education, Data & Reports: Virginia Education Statistics, 2009 Fall Membership; divisions self-report the data.

<sup>2</sup>Virginia Education Statistics; VDOE Superintendent's Annual Per Pupil Expenditure Report 2005-06, 2006-07 and 2007-08.

<sup>3</sup>Number of schools from individual division Web sites.

**Exhibit 4-2** displays the administrative, technical, clerical, and instructional support positions found within the departments of instructional administration and instructional support at CCPS and in the peer group divisions.

In the 2005-06 and 2006-07 school years, CCPS was below the average in administrative support when compared to the division peer group. In 2007-08, CCPS superseded the peer division average. CCPS has had more technical and clerical support staff than the division peer average all three years. CCPS instructional support was significantly below the peer division average for all three years of this study.

**EXHIBIT 4-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
ADMINISTRATIVE, TECHNICAL, CLERICAL, AND INSTRUCTIONAL SUPPORT  
PERSONNEL  
2005-06 THROUGH 2007-08**

DIVISION	ADMINISTRATIVE			TECHNICAL AND CLERICAL			INSTRUCTIONAL SUPPORT		
	2005-06	2006-07	2007-08	2005-06	2006-07	2007-08	2005-06	2006-07	2007-08
<b>Chesterfield</b>	<b>22.55</b>	<b>23.36</b>	<b>53.58</b>	<b>482.22</b>	<b>508.55</b>	<b>528.55</b>	<b>47.40</b>	<b>61.85</b>	<b>43.96</b>
Chesapeake	10.50	11.50	11.50	287.45	293.50	306.00	50.43	62.00	65.11
Henrico	16.00	16.30	18.44	298.66	312.50	317.22	76.00	86.00	80.87
Prince William	130.16	116.30	114.45	670.11	774.56	811.66	179.30	185.46	175.68
Virginia Beach	18.00	14.40	15.00	608.59	618.57	606.95	210.00	215.60	161.77
<b>Peer Division Average</b>	<b>39.44</b>	<b>36.37</b>	<b>42.59</b>	<b>469.41</b>	<b>501.54</b>	<b>514.08</b>	<b>112.63</b>	<b>122.18</b>	<b>105.48</b>

Sources: Virginia Education Statistics; VDOE Superintendent's Annual Report 2005-06, 2006-07 and 2007-08, Table 18; divisions self-report the data. The 2008-09 Superintendent's Annual Report not available at the time of study.

**Exhibit 4-3** compares student enrollment and student ethnicity among the group peer divisions. Included within the ethnicity subcategories are Asian, Black, Hispanic, and White.

CCPS has slightly fewer Asian, Black, and Hispanic students than the average number of Asian, Black, and Hispanic students in the peer division group. Less than 10 percent of CCPS students are Hispanic and less than 5 percent are Asian. The CCPS percentage of White students is 8 percent higher than the peer division average.

**EXHIBIT 4-3  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
MEMBERSHIP AND ETHNICITY SUBGROUPS  
FALL 2009**

Division Name	Student	Asian		Black		Hispanic		White	
	Enrollment	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<b>Chesterfield County</b>	<b>59,509</b>	<b>2,058</b>	<b>3.5</b>	<b>16,778</b>	<b>28.2</b>	<b>4,938</b>	<b>8.3</b>	<b>34,905</b>	<b>58.7</b>
Chesapeake City	39,883	1,181	3.0	14,026	35.2	1,401	3.5	21,846	54.8
Henrico County	49,407	3,205	6.5	18,211	36.9	2,401	4.9	22,353	45.2
Prince William County	76,862	5,901	7.7	17,652	23.0	18,781	24.4	30,441	39.6
Virginia Beach City	71,198	4,118	5.8	19,456	27.3	4,375	6.1	39,282	55.2
<b>Peer Division Average</b>	<b>59,372</b>	<b>3,293</b>	<b>5.3</b>	<b>17,225</b>	<b>30.1</b>	<b>6,379</b>	<b>9.4</b>	<b>29,765</b>	<b>50.7</b>

Source: Virginia Department of Education, Data & Reports: Virginia Education Statistics, 2009 Fall Membership; divisions self-report the data.

**Exhibit 4-4** depicts a comparison of CCPS with peer divisions in total student enrollment, expenditures per pupil and percent of free and reduced lunch students. CCPS total student enrollment is representative of the average division student populations. Per pupil expenditures for CCPS have been lower than state average expenditures for the last three consecutive years. CCPS also has had lowest percent of students eligible for free and reduced lunch in the peer group for all three examined years.

**EXHIBIT 4-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
PEER DIVISION ENROLLMENT, PER PUPIL EXPENDITURES, AND FREE AND  
REDUCED LUNCH COMPARISONS  
2006-07 THROUGH 2008-09**

SCHOOL DIVISION	TOTAL STUDENT ENROLLMENT			EXPENDITURES PER STUDENT			PERCENT ELIGIBLE FOR FREE AND REDUCED LUNCH		
	06-07	07-08	08-09	05-06	06-07	07-08	06-07	07-08	08-09
<b>Chesterfield County</b>	<b>58,455</b>	<b>58,969</b>	<b>59,080</b>	<b>7,858</b>	<b>8,626</b>	<b>9,344</b>	<b>22.49</b>	<b>23.47</b>	<b>24.73</b>
Chesapeake City	39,763	40,003	39,901	9,051	10,076	10,690	24.96	25.33	26.62
Henrico County	47,680	48,620	48,991	7,953	8,349	8,913	30.21	25.51	29.11
Prince William County	70,948	72,989	73,918	9,384	10,388	10,682	28.60	29.86	31.54
Virginia Beach City	72,543	72,478	71,564	9,113	10,489	10,796	30.79	27.18	29.13
<b>Peer Division Average</b>	<b>57,878</b>	<b>58,612</b>	<b>58,691</b>	<b>8,672</b>	<b>9,586</b>	<b>10,085</b>	<b>27.41</b>	<b>26.27</b>	<b>28.22</b>

Sources: Virginia Education Statistics; VDOE Superintendent's Annual Report 2005-06, 2006-07 and 2007-08; divisions self-report the data. The 2008-09 Superintendent's Annual Report not available at the time of study.

MGT of America, Inc. conducted a survey of CCPS staff. Staff results were compiled and the results separated by responses from central office personnel, principals, assistant principals, and teachers. For ease of review, survey results relating to education service delivery were

categorized into student learning, curriculum and delivery of instruction, effectiveness of educational programs, effectiveness of academic programs, and division operations. For question related to division operations, MGT has provided response percentages from our database alongside CCPS responses.

**Exhibit 4-5** displays the MGT survey results related to student learning. As shown, teachers responded with the highest level of disagreement (36 percent) to the statement, “Teachers have adequate supplies and equipment needed to perform their jobs effectively,” while 47 percent indicated agreement. Principals and central office administrators also disagreed with this statement more often than others (though to a lesser extent than teachers).

Teachers and principals agreed most often with the statement “Teachers in our school know the material they teach” (91 and 96 percent, respectively). The statement which earned the most positive responses from central office administrators was “The emphasis on learning in this school division has increased in recent years.”

**EXHIBIT 4-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SURVEY RESULTS RELATED TO STUDENT LEARNING**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR		PRINCIPAL/ASSISTANT PRINCIPAL		TEACHER	
	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>
The emphasis on learning in this school division has increased in recent years.	88	9	89	5	69	15
Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	68	12	82	8	58	26
Lessons are organized to meet students' needs.	47	3	85	5	78	9
Teachers in our schools know the material they teach.	65	3	96	0	91	2
Teachers have adequate supplies and equipment needed to perform their jobs effectively.	56	18	75	10	47	36

Source: MGT of America, Inc. survey results, 2009.

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

**Exhibit 4-6** displays survey results associated with student services, curriculum, and delivery of instruction. All groups of CCPS staff responded positively to these survey items, with one exception.

Nearly half (48 percent) of teachers disagreed with the statement, “The students-to-teacher ratio is reasonable.” This statement was also the one with which principals and central office staff disagreed most frequently (26 and 18 percent, respectively).

**EXHIBIT 4-6  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SURVEY RESULTS RELATED TO STUDENT SERVICES, CURRICULUM, AND  
DELIVERY OF INSTRUCTION**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR		PRINCIPAL/ASSISTANT PRINCIPAL		TEACHER	
	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>
Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	62	12	68	18	70	18
I know who to contact in the central office to assist me with curriculum and instruction matters.	73	3	96	1	72	14
The curriculum is broad and challenging for most students.	62	3	80	2	78	9
Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	55	0	92	2	74	7
Our division provides curriculum guides for all grades and subject areas.	67	0	96	2	83	6
Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	80	0	90	1	79	5
The students-to-teacher ratio is reasonable.	65	18	62	26	38	48
Our division provides a high quality education that meets or exceeds state and federal mandates.	85	3	97	0	78	5

Source: MGT of America, Inc. survey results, 2009.

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

**Exhibit 4-7** depicts staff perception of the effectiveness of educational programs. Displayed are core curriculum programs such as reading, writing, mathematics, science, and social studies.

While all the responses were positive, very few participants rated the Advanced Computer Instruction and the Business Education programs, which could be interpreted as a perception by respondents that these are the least effective educational programs. These programs received the lowest percentage of positive responses from all three groups of all educational programs.

**EXHIBIT 4-7  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SURVEY RESULTS RELATED TO THE EFFECTIVENESS OF EDUCATIONAL  
PROGRAMS**

OUR DIVISION HAS EFFECTIVE EDUCATIONAL PROGRAMS FOR THE FOLLOWING:	CENTRAL OFFICE ADMINISTRATOR		PRINCIPAL/ASSISTANT PRINCIPAL		TEACHER	
	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>
Reading and Language Arts	68	3	94	0	77	7
Writing	65	3	88	4	68	12
Mathematics	68	3	96	3	76	6
Science	62	3	87	0	70	7
Social Studies (history or geography)	62	3	84	5	71	7
Foreign Language	62	6	63	9	47	7
Basic Computer Instruction	50	6	76	8	58	16
Advanced Computer Instruction	44	9	39	16	30	17
Music, Art, Drama, and other Fine Arts	70	0	88	4	72	4
Physical Education	53	3	86	2	75	3
Career and Technical (Vocational) Education	67	0	57	7	40	10
Business Education	45	0	39	9	32	6

Source: MGT of America, Inc. survey results, 2009.

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

**Exhibit 4-8** depicts staff perception of the effectiveness of nine academic programs such as Special Education, Literacy, Advanced Placement, and Drop-Out Prevention. The results

indicate the Drop-out Prevention Program and Alternative Education Program may be areas of concern as fewer than 35 percent of each respondent group indicated that they felt these two programs are effective in the division.

**EXHIBIT 4-8  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SURVEY RESULTS RELATED TO THE EFFECTIVENESS OF ACADEMIC PROGRAMS**

THE DIVISION HAS EFFECTIVE PROGRAMS FOR THE FOLLOWING:	CENTRAL OFFICE ADMINISTRATOR		PRINCIPAL/ASSISTANT PRINCIPAL		TEACHER	
	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>	Percentage Agree and Strongly Agree <sup>1</sup>	Percentage Disagree and Strongly Disagree <sup>1</sup>
Special Education	68	12	80	12	67	14
Literacy Program	65	3	80	4	59	9
Advanced Placement Program	62	3	58	2	56	4
Drop-out Prevention Program	33	18	21	27	19	11
Summer School Programs	56	12	70	14	64	7
Honors and Gifted Education	65	6	75	6	67	4
Alternative Education Programs	35	18	29	33	30	12
Career Counseling Program	38	3	34	12	26	9
College Counseling Program	44	0	36	8	29	8

Source: MGT of America, Inc. survey results, 2009.

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

The final component of the survey related to educational services compares CCPS responses with central office administrators, principals/assistant principals, and teachers in other divisions. Compared in **Exhibit 4-9** are statements and responses related to education service delivery (internal communication was not surveyed in other divisions; only CCPS results are provided for that item).

The CCPS areas which received the lowest adequate/outstanding ratings among central office administrators were “Program evaluation, research, and assessment” and “Instructional technology” at 36 percent, respectively. Other divisions give “Strategic planning” and “Curriculum planning” the lowest adequate/outstanding percentages.

CCPS and other division teachers both indicated that strategic planning is of concern, with 45 percent and 48 percent, respectively, indicating it needs improvement.

Curriculum planning was rated adequate/outstanding by more than 50 percent of each CCPS group, with much lower needs improvement ratings from central office staff and principals/assistant principals in other divisions.



**EXHIBIT 4-9  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SCHOOL DIVISION OPERATIONS COMPARED WITH RESPONSES FROM OTHER  
DIVISIONS**

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	CENTRAL OFFICE ADMINISTRATOR				PRINCIPAL/ASSISTANT PRINCIPAL				TEACHER			
	Adequate plus Outstanding Percentage <sup>1</sup>		Needs Some Improvement plus Needs Major Improvement Percentage <sup>2</sup>		Adequate plus Outstanding Percentage <sup>1</sup>		Needs Some Improvement plus Needs Major Improvement Percentage <sup>2</sup>		Adequate plus Outstanding Percentage <sup>1</sup>		Needs Some Improvement plus Needs Major Improvement Percentage <sup>2</sup>	
	CCPS	Other	CCPS	Other	CCPS	Other	CCPS	Other	CCPS	Other	CCPS	Other
Strategic planning	50	42	41	45	63	53	34	39	33	25	45	48
Curriculum planning	59	50	12	30	73	59	26	40	53	44	41	49
Program evaluation, research, and assessment	36	49	30	35	63	63	24	33	43	39	29	41
Instructional technology	36	42	33	47	71	51	27	59	57	42	35	52
Administrative technology	44	51	39	41	72	26	26	46	43	35	16	23
Internal Communication	44	NA	53	NA	55	NA	43	NA	54	NA	33	NA
Instructional support	53	51	27	31	77	56	21	43	52	46	42	46
Coordination of Federal Programs (e.g., Title I, Special Education)	44	53	18	24	55	56	23	33	42	42	22	36
Staff development	65	50	32	47	69	57	30	42	52	52	43	42
Data processing	41	46	24	37	64	53	16	37	37	35	10	20

Source: MGT of America, Inc. survey results, 2009.

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

MGT survey results indicate a general satisfaction with special education in CCPS. Concerns are evident, however, via responses by central office administrators and teachers regarding the cooperation and collaboration regarding special education issues. There is significant dissatisfaction with the staff development in cooperative planning and instruction by central office administrators and teachers. While it is required that information related to the special education process be provided to parents in their native language, central office administrators and teachers indicated concerns with documents being provided to parents in their native language. Survey results include the following and are shown in **Exhibit 4-10**:

1. The majority agreed that the division has effective programs for special education (68 percent from administrators, 80 percent from principals/assistant principals, and 67 percent from teachers).

2. The majority agreed that policies and procedures for special education are adequately implemented (65 percent from administrators, 87 percent from principals/assistant principals, and 63 percent from teachers).
3. The majority agreed that there is cooperation and collaboration regarding special education issues (59 percent from administrators, 74 percent from principals/assistant principals, and 64 percent from teachers).
4. The majority of principals/assistant principals (86 percent) and teachers (55 percent) agreed that the evaluation and eligibility determination process for special education is timely and comprehensive; only 47 percent of central office administrators agreed with this statement
5. The majority of principals/assistant principals (59 percent) agreed that special education teachers receive adequate staff development in cooperative planning and instruction; only 41 percent of central office administrators and 37 percent of teachers agreed with this statement.
6. The majority of principals/assistant principals agreed that the school division provides documents to parents in their native language; only 47 percent of central office administrators and 34 percent of teachers agreed with this statement.

**EXHIBIT 4-10  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SPECIAL EDUCATION SURVEY RESULTS**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS/ ASSISTANT PRINCIPALS	TEACHERS
The division has effective programs for special education	68/12	80/12	67/14
The school division adequately implements policies and procedures for the administration and coordination of special education.	65/6	87/5	63/11
There is generally cooperation and collaboration regarding special education issues in our school division.	59/9	74/11	64/12
The evaluation and eligibility determination process for special education is timely and comprehensive.	47/3	86/5	55/18
Special education teachers receive adequate staff development in cooperative planning and instruction.	41/12	59/28	37/20
The school division provides documents to parents in their native language.	47/3	56/11	34/10

Source: MGT of America, Inc. survey results, 2009.

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

Contained within this chapter are commendations for the division's best practices associated with improving the efficiency and effectiveness of education service delivery. The commendations included in this chapter are:

- CCPS has developed and implemented a systemic tier-level school improvement planning process, tailoring services based on individual schools' needs (**Commendation 4-A**).
- The department of instructional support had made strides to increase the number of minority students taking and passing Advanced Placement (AP) and International Baccalaureate (IB) Exams (**Commendation 4-B**).
- The department of instructional support is commended for creating and implementing a highly successful and state recognized Standards of Learning Summer Academy program that provides intense tutoring for high school students (**Commendation 4-C**).
- CCPS provides instruction through online technologies to elementary, middle, and high school students with special circumstances (**Commendation 4-D**).
- CCPS is commended for special education initiatives which provide the vision and direction to move toward more inclusive approaches to services to students with disabilities (**Commendation 4-E**).
- The parent resource center provides a valuable service to parents who need to learn about the process of special education, research information about their child's disabilities, and seek guidance on dispute resolution options (**Commendation 4-F**).
- The division has developed comprehensive manuals on special education procedural requirements and for the development of appropriate and compliant IEPs (**Commendation 4-G**).
- The school division has established and implemented criteria for use in eligibility for special education and related services (**Commendation 4-H**).
- The school division assigns special education coordinators to schools to provide leadership and supervision (**Commendation 4-I**).

The recommendations contained in this chapter are:

- Reorganize the department of instructional administration and the department of instructional support into a single department under a chief academic officer (**Recommendation 4-1**).
- Decrease elementary school secretary/clerical positions (**Recommendation 4-2**).
- Coordinate the job responsibilities of the reading specialists and the reading teachers and conduct an elementary reading program evaluation (**Recommendation 4-3**).

- Increase driver education fees to the maximum allowable for reimbursement by the state (**Recommendation 4-4**).
- Eliminate duplicate data entry by designing and implementing a cross-over between student data software used to report the annual child count to the state and Welligent software for special education IEP development and student information (**Recommendation 4-5**).
- Eliminate the four middle and high school special education liaison positions and transfer responsibilities directly to the site-based special education coordinators (**Recommendation 4-6**).
- Reassign the six elementary special education liaisons to serve as site-based special education coordinators (**Recommendation 4-7**).
- Transfer the psychologists, psychologist interns, and educational diagnosticians to the office of exceptional education (**Recommendation 4-8**).
- Develop and implement a formula based on the number of special education students to assign special education coordinators to schools (**Recommendation 4-9**).
- Design and implement a formula for teacher and para-educator assignments that considers a mix of Level 1 and Level 2 students and assumes the majority will require services for less than 50 percent of the day (**Recommendation 4-10**).
- Develop a system for requesting additional staff that is based on data related to specific student needs (**Recommendation 4-11**).
- Develop and implement alternatives to collaborative teaching (such as consulting teaching) to provide more effective inclusive services to students (**Recommendation 4-12**).
- Develop and implement guidelines, including periodic checks, on the effective use of e-mail for communication related to specific students (**Recommendation 4-13**).
- Develop and implement guidelines and direction for the use of student intervention teams and child study teams (**Recommendation 4-14**).
- Develop and implement a process for securing Medicaid reimbursement for eligible services (**Recommendation 4-15**).

#### **4.1 Organization and Management**

This section examines CCPS organizational coherency, curriculum, and the educational services delivery system to determine if organizational functions and instructional programs are efficient, effective, and staffed appropriately. The departments of instructional support and administrative support are reviewed in this section.

## **FINDING**

The CCPS systemic school improvement process is effective in improving instruction as measured by the Virginia Department of Education (VDOE) Standards of Quality (SOQ) for accreditation of schools, Standards of Learning (SOL) tests, and Adequate Yearly Progress (AYP) results.

As stated by CCPS superintendent on March 13, 2009 at the Association of Curriculum and Development (ASCD) National Conference in Orlando, Florida, "CCPS is the largest school district in Virginia with all schools fully accredited." During interviews, CCPS staff attributed the 100 percent accreditation status to the strategic, collaborative, and concentrated efforts of staff in the departments of administrative support and instructional support. Also credited were the shared leadership, collaborative communication, and mutual support of school staffs.

Content and instructional specialists, along with staff members in the office of school improvement, created and collaboratively implemented and supported a five-tiered support and intervention school improvement process. The Five Tier Pyramid of Intervention for School Improvement Planning and Management operates on a continuum from more school-based autonomy to specifically targeted assistance and collaboration from central office staff.

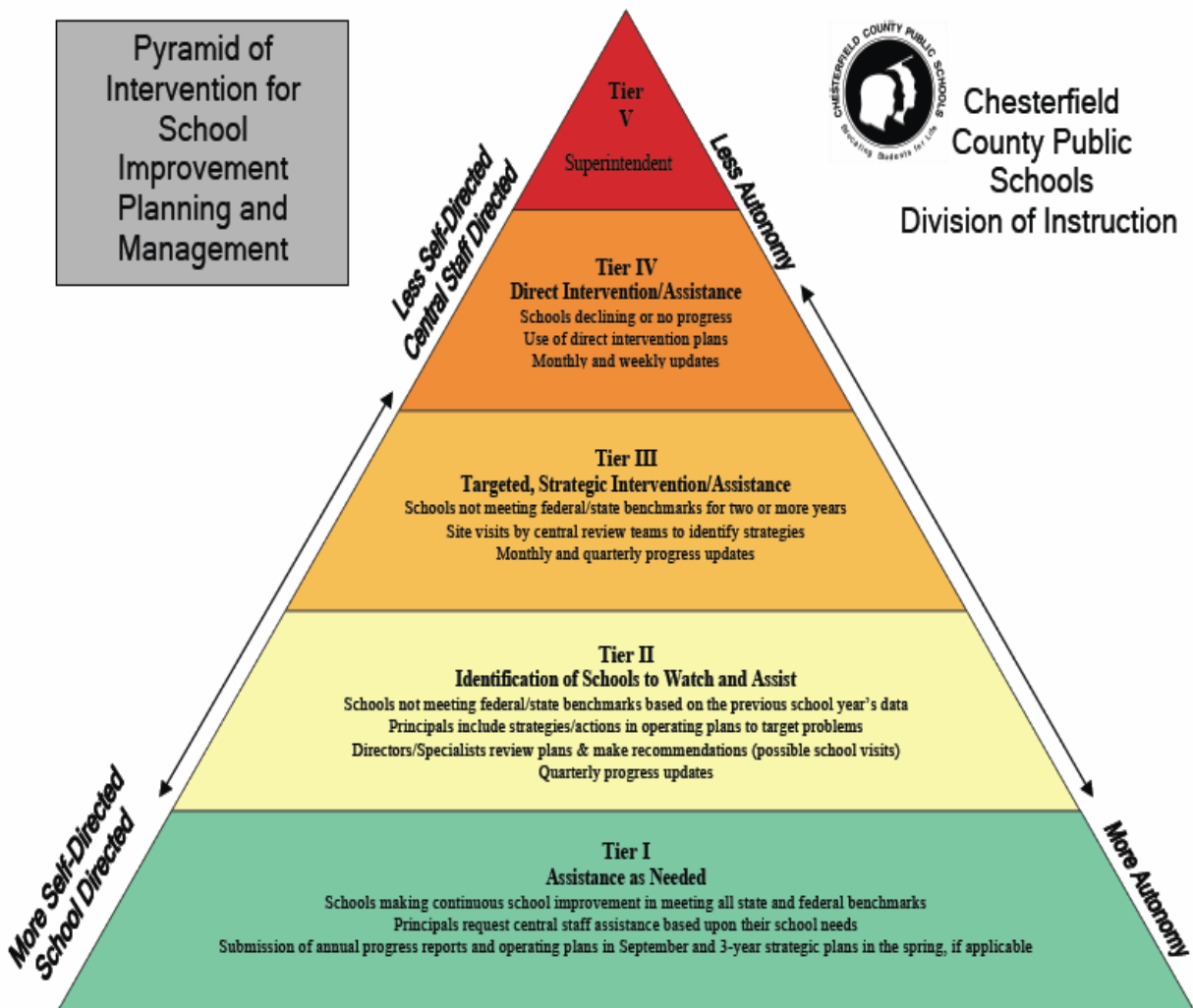
All CCPS schools are involved in the school improvement planning. All CCPS schools annually complete a progress report and operating plan in the fall and develop, review, and assess a three-year strategic plan every spring. Assistant superintendents and instructional directors review the plans as a team. Reports and operating plans are monitored by the Change Leadership Team on a quarterly basis.

School improvement teams consist of a principal and teacher leaders who serve as facilitators, a parent/community member, and between 8-15 teachers. Upon completion, plans are posted on each school Web site for access by staff, students, parents, and the community. Plans are amended on an on-going basis to reflect changing or achievement of goals.

**Exhibit 4-11** displays the Five Tier Pyramid of Intervention for School Improvement Planning and Management Process. The pyramid is arranged in descending order reflecting schools achieving and maintaining strategic goals in Tier I and schools needing greatest assistance in Tier V.

The arrows beside the pyramid indicate tier level hierarchies ranging from more self-directed to less self-directed. More self-directed schools have more autonomy, while less self-directed schools have more central office direction and less autonomy.

**EXHIBIT 4-11  
FIVE TIER PYRAMID OF INTERVENTION FOR  
SCHOOL IMPROVEMENT PLANNING AND MANAGEMENT**



**ACCOUNTABILITY - All Schools Are Involved in School Improvement Planning and Management.**

Source: Chesterfield County Public Schools, office of school improvement, 2009.

**Exhibit 4-12** is a matrix displaying school performance, primary goal of central staff, level of central staff intervention/assistance and progress updates to central office staff for the Five Tier Pyramid. Each topic is correlated to a Tier Level and a brief description is provided. This rubric is used by school and central office staff as a baseline to determine levels of intervention and assistance to be provided to schools by central office staff.

**EXHIBIT 4-12  
PYRAMID TIERS**

Pyramid Tiers	School Performance	Primary Goal of Central Staff	Level of Central Staff Intervention/Assistance	Progress Updates to Central Staff
<b>Tier V</b>	<ul style="list-style-type: none"> <li>Schools not making progress or continuing to decline in spite of efforts by central staff intervention</li> </ul>	<ul style="list-style-type: none"> <li>Implement actions that result in increased academic achievement for all students and resolutions of other issues</li> </ul>	<ul style="list-style-type: none"> <li>Critical next steps determined by the Superintendent</li> </ul>	
<b>Tier IV</b>	<ul style="list-style-type: none"> <li>Schools not making progress or declining</li> </ul>	<ul style="list-style-type: none"> <li>Provide intense, targeted, and strategic intervention and assistance in an urgent manner to principals to improve poor academic achievement or other school issues or concerns</li> </ul>	<ul style="list-style-type: none"> <li>Direct and focused intervention and assistance to principals in August and September and 3-year strategic plan in the spring, if applicable</li> <li>Direct development of intervention plans to be incorporated in the annual operating plan</li> <li>School site visits and ongoing meetings by Assistant Superintendents and Instructional Directors (administrative and support)</li> </ul>	<ul style="list-style-type: none"> <li>Monthly progress updates to Assistant Superintendents in written form and/or meetings</li> <li>Bi-weekly progress updates to the Director of School Admin in written form and/or meetings</li> </ul>
<b>Tier III</b>	<ul style="list-style-type: none"> <li>Schools not meeting federal (AYP) or state benchmarks for two or more school years or barely making it in spite of best efforts.</li> </ul>	<ul style="list-style-type: none"> <li>Provide targeted, strategic intervention and assistance to principals to improve achievement and to assist new principals in difficult schools</li> </ul>	<ul style="list-style-type: none"> <li>School site visits by the central review team to review the annual progress report and operating plan in October and the 3-year strategic plan in the spring, if applicable</li> <li>Identification of strategies and action steps to be included in the operating plan made by the team</li> <li>Central review teams vary according to identified problems based on school data</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly progress updates to Assistant Superintendents in written form and meetings</li> <li>Monthly progress updates to Directors of School Admin in written form and/or meetings</li> </ul>
<b>Tier II</b>	<ul style="list-style-type: none"> <li>Schools not meeting federal (AYP) or state benchmarks based on the previous school year's data and/or showing disparity in key success measures and/or disproportionality data</li> </ul>	<ul style="list-style-type: none"> <li>Improve projected achievement gaps in advance of falling behind</li> </ul>	<ul style="list-style-type: none"> <li>Principals incorporate strategies and action steps in their operating plans to address identified problems</li> <li>Teams of Instructional Directors (administrative and support) and/or Specialists review operating plans led by Directors of School Administration and recommend services and assistance (paper review and/or school site visits) in November and the 3-year strategic plan in spring, if applicable</li> </ul>	<ul style="list-style-type: none"> <li>Quarterly progress updates of strategies and action steps submitted to Directors of School Admin in written form and/or meetings as determined by the Director of School Admin</li> </ul>
<b>Tier I</b>	<ul style="list-style-type: none"> <li>Continuous school improvement in meeting all state and federal benchmarks, attaining the CCPS vision, increasing achievement, meeting key success measures, and closing achievement gaps</li> </ul>	<ul style="list-style-type: none"> <li>Provide assistance for continuous improvement as requested by principals</li> </ul>	<ul style="list-style-type: none"> <li>Central staff assistance on an as needed basis as determined by school principals</li> <li>Submission of the annual progress report and operating plan in September and the 3-year strategic plan in the spring, if applicable</li> <li>Documents reviewed by the Directors of School Administration</li> </ul>	
<p>All schools will be involved in school improvement planning and management based upon annual assessment of school performance (key success measures, achievement data, disproportionality, etc.).</p>				<div style="border: 1px solid black; padding: 5px; width: fit-content; margin: 0 auto;"> <p><b>ALL CCPS SCHOOLS</b></p> </div>
<p>All schools will complete the annual progress report and operating plan in the fall and the three-year strategic plan in the spring according to the comprehensive planning cycle.</p>				
<p>A continuous cycle of school visits from the Instruction Department as teams, pairs, and individuals customized to meet individual school needs will occur throughout the school year.</p>				

Source: Chesterfield County Public Schools, office of school improvement, 2009.

**Exhibit 4-13** depicts the strategic planning process developed by CCPS. This process intertwines with the Five Tier Pyramid of Intervention for School Improvement Planning and Management. The process, although simple in design, is complex in that the strategic planning process addresses the individual needs of schools. According to interviews with central office staff, principals, and teachers, this process has been a significant factor in addressing the specific needs of CCPS school staff and students.

There are two key tenets to this planning process. First, the primary focus is to “plan.” Second is the guideline that “less is more.”

**EXHIBIT 4-13  
THREE-YEAR STRATEGIC PLAN**



Source: Chesterfield County Public Schools, office of school improvement, 2009.

**COMMENDATION 4-A:**

**CCPS has developed and implemented a systemic tier-leveled school improvement planning process, tailoring services based on individual schools’ needs.**

**FINDING**

CCPS has made significant progress in increasing the number of minority students enrolling and passing Advanced Placement (AP) and International Baccalaureate (IB) exams.

The number of higher-level courses taken by CCPS students has increased the past consecutive three years. Noteworthy in these findings is the academic rigor required for students to earn credits for international baccalaureate and advanced placement courses. The percentages of minority students and students with disabilities receiving dual credits have increased substantially. In general, the percentage of all CCPS students earning international baccalaureate, advanced placement, dual enrollment credit, or industry certification increased 18.6 percent in the past three years.

**Exhibit 4-14** shows the percent of CCPS graduates earning either international baccalaureate or advanced placement dual enrollment credit or industry certificate. As shown, Black graduates had a nearly 41 percent increase and Hispanic graduates had a 37 percent increase in IB and AP credit attainment. Economically disadvantaged students posted a 46.2 percent increase; attainment of these credits by students with disabilities



increased by more than 8 percent, and Limited English Proficient students increased by 13.6 percent.

The subgroup breakdown in the exhibit is representative of federal *No Child Left Behind* (NCLB) Adequate Yearly Progress (AYP) subgroups. The AYP subgroup distribution of students receiving dual credit for AP and IB is reflective of a closing achievement gap which is in alignment with Goal 1.2 in the *Design for Excellence* strategic plan. This plan advocates disaggregating student data by AYP subgroups to identify achievement gaps among the subgroups.

**EXHIBIT 4-14  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PERCENT OF GRADUATES WHO EARNED INTERNATIONAL BACCALAUREATE,  
ADVANCED PLACEMENT, OR DUAL ENROLLMENT CREDIT  
OR INDUSTRY CERTIFICATION  
2006-07 THROUGH 2008-09**

<b>SUBGROUP</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>PERCENT INCREASE</b>
All	43	44	51	18.6
Black	22	25	31	40.9
Hispanic	27	30	37	37.0
White	51	53	60	17.6
Economically Disadvantaged	13	10	19	46.2
Students with Disabilities	24	7	26	8.3
Limited English Proficient	22	27	25	13.6

Source: Chesterfield County Public Schools, annual report on key measures of success 2008-09 (DRAFT).

**Exhibit 4-15** shows the increase in the number of students taking advanced placement exams. As shown, the number of students taking advanced placement exams increased from 1,248 in 2001-02 to 5,410 students in 2008-09, an average annual increase of 41.7 percent. Along with preparing students for the exams, CCPS provides funding for students to take the exams.

**EXHIBIT 4-15  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
NUMBER OF ADVANCED PLACEMENT EXAMS TAKEN ANNUALLY  
2001-02 THROUGH 2008-09**

YEAR	ADVANCED PLACEMENT EXAMS TAKEN
2001-02	1,248
2002-03	1,331
2003-04	1,421
2004-05	2,267
2005-06	2,682
2006-07	4,760
2007-08	4,937
2008-09	5,410

Source: Compiled from College Board AP Summary Reports by the CCPS office of school improvement, 2009.

**Exhibit 4-16** shows the percent of students passing Standards of Learning (SOL) tests in each content area. The results include the combined student results for which all tests are administered. For example, the math results includes students' math results in grades 3-8 and the students' results for Algebra I, Algebra II and Geometry. As shown, CCPS students have made gains in all SOL content areas except writing.

The greatest gains were 11 percentage points in mathematics and ten percentage points in social studies during the four-year time frame. Division wide results for 2009 yielded scores of 90 percent or higher, except in mathematics which was 88.

**EXHIBIT 4-16  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PERCENT OF STUDENTS PASSING STANDARDS OF LEARNING TESTS  
2006 THROUGH 2009**

Subject	2006	2007	2008	2009	Four-Year Gain
Mathematics	77	83	87	88	+11
Reading	87	90	90	92	+5
Writing	90	89	89	90	0
Social Studies	80	88	88	90	+10
Science	86	91	91	91	+5

Source: Chesterfield County Public Schools, PowerPoint , *Design for Excellence: Preparing for Continued Success* for 2009-10.

**COMMENDATION 4-B:**

The department of instructional support had made strides to increase the number of minority students taking and passing Advanced Placement (AP) and International Baccalaureate (IB) Exams.

**FINDING**

The SOL Summer Academy focuses on SOL target remediation and is led by central office and master teaching staff. Highly qualified staff are sought to teach in the SOL Summer Academy. Staff must possess thorough knowledge of the curriculum in their content area and knowledge of strategies for working with all students to close achievement gaps across NCLB subgroups. Strategies for student improvement must be data-driven.

**Exhibit 4-17** shows the number of general education and special education students attending the SOL Summer Academy who took and the number and percentage of students passing each SOL End of Course (EOC) exam.

**EXHIBIT 4-17  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
STANDARDS OF LEARNING SUMMER ACADEMY END-OF-COURSE TESTS  
GENERAL EDUCATION AND SPECIAL EDUCATION STUDENT RESULTS  
2009**

<b>End of Course Assessment</b>	<b>All Students</b>	<b>All Students Passing</b>	<b>All Students Percent Passing</b>	<b>Special Education Students</b>	<b>Special Education Students Passing</b>	<b>Special Education Percent Passing</b>
Writing	56	56	100	19	19	100
English	15	9	60	5	1	20
Algebra I	30	30	100	13	13	100
Algebra II	18	16	89	3	2	67
Geometry	67	45	67	7	6	86
World History I	20	20	100	1	1	100
World History II	11	11	100	n/a	n/a	n/a
US History	10	10	100	1	1	100
Biology	27	18	67	3	2	67
Earth Science	41	28	68	15	6	40
Chemistry	4	4	100	n/a	n/a	n/a

Source: Chesterfield County Public Schools, SOL summer academy executive summary, August 2009.

Note: All students includes special education students.

The 2009 Summer SOL Academy served 299 students of which 86 were special education students. This year there was an overall pass rate of 83 percent for students. According to CCPS, Office of Instructional Service, this was a 14 percent gain in the passing rate from last year. Both general education and special education students achieved a 100 percent pass rate in the writing academy. During this session, 113 seniors completed the SOL requirements, three students upgraded their diploma status, and 11 students graduated early.

**COMMENDATION 4-C:**

**The department of instructional support is commended for creating and implementing a highly successful and state recognized Standards of Learning Summer Academy program that provides intense tutoring for high school students.**

## **FINDING**

The contracted instructional service from a private company (NEXUS) provides online instruction and support to homebound students.

MGT reviewed the proposed contract between CCPS and NEXUS for online instruction and found the service delivery plan to be comprehensive in meeting the instructional needs of homebound students. Additionally, interviews with CCPS staff provided positive comments on its effectiveness during the initial phases.

Descriptions of specific services provided to homebound students are as follows:

Long-Term Disabled Students: NEXUS provides instruction that is aligned with the division's curriculum and uses the division's textbooks and materials. It evaluates student progress and supplies reports for student report cards. Students are prepared for division performance tests.

Temporarily-Disabled Students: NEXUS instructors obtain detailed direction for the classes in which students are enrolled. They partner with classroom teachers ensuring that instruction mirrors what is taught in the classrooms and uses exams provided by individual teachers in evaluating students' progress ensuring a smooth transition back into regular school.

Special Education Students: NEXUS teachers are certified to meet the requirements of most special education or individual education plans.

Alternative Education: Instruction is provided for students who are not eligible for classes in regular school due to disciplinary issues. These students meet after school hours in a school facility or in their homes receiving instruction consistent with the CCPS curriculum.

Advanced Placement: Preparation is provided in most of the 32 Advanced Placement courses. The student has the option of receiving instruction as either a credit-based class or as preparation for any of the exams.

NEXUS instructional staff are certified to teach elementary and secondary courses that are aligned with CCPS curricula. NEXUS uses technology that is interactive between students and instructor. In addition, students, parents, and administrators can view homework assignments and grades online.

## **COMMENDATION 4-D:**

**CCPS provides instruction through online technologies to elementary, middle, and high school students with special circumstances.**

## **FINDING**

CCPS is not optimally organized for cost-effective and efficient instructional administration and support.

CCPS has two departments for instruction, the department of instructional support and the department of administrative support. Directly or indirectly, both departments are associated with instructional programs, student achievement, school improvement, curriculum, and work with school-based staffs. Assistant superintendents head each department and each report directly to the superintendent.

**Exhibit 4-18** shows the current organizational structure for the departments of instructional administration and instructional support. As shown, there are two assistant superintendents providing instructional and administrative support to school staff.

The following are the leadership positions in the department of instructional administration:

1. Director of high school education
2. Director of middle school education
3. Director of elementary school education
4. Director of pupil placement/student conduct

The directors of elementary, middle, and high schools provide leadership, curriculum, and instructional support to school-based administrators. The director of pupil placement and student conduct operates under the Code of Virginia, Sections 22.-253.13:7, providing resource assistance to schools, offices, and outside agencies in areas of student safety, youth violence, and student discipline legal issues such as student expulsion, exclusion, and suspension hearings.

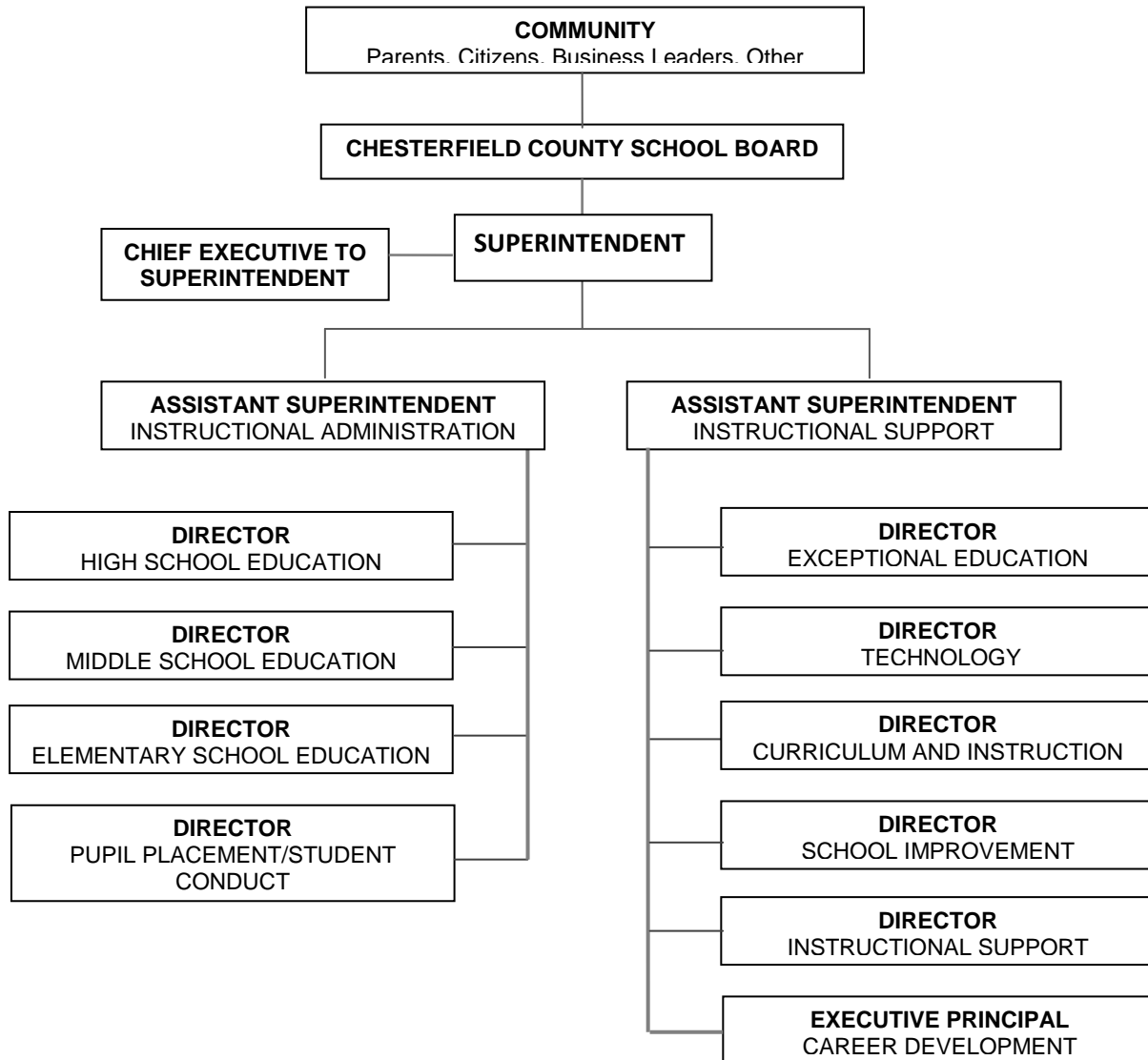
With the director of pupil placement and student conduct reporting to the assistant superintendent of instructional administration, those functions are separated from other student services functions reporting to the department of instructional support.

The following are the leadership positions within the department of instructional support:

1. Director of exceptional education
2. Director of instructional technology
3. Director of curriculum and instruction
4. Director of school improvement
5. Director of instructional support
6. Executive principal/career development

The executive principal oversees the office of career development and is also the principal of Chesterfield Technical Center. The executive principal provides students with technical training before high school graduation and tuition-free career training. The director of exceptional education oversees all special education services for students throughout the division. The other offices of instructional technology, curriculum and instruction, and school improvement provide services indicative of their office names.

**EXHIBIT 4-18  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CURRENT ORGANIZATIONAL STRUCTURE FOR THE DEPARTMENTS OF  
INSTRUCTIONAL ADMINISTRATION AND INSTRUCTIONAL SUPPORT**



Source: Chesterfield County Public Schools, October, 2009.

MGT recommends organizational structures with clearly assigned functions and reporting structures that support the vision, mission, and goals of the school division. In the CCPS six-year strategic plan, *Design for Excellence*, the fifth goal is “effective and efficient system management.”

During interview sessions staff expressed concerns regarding the efficiency of the departments’ management systems and potential for duplication of effort. Noted were weekly meetings between the departments communicating initiatives, issues, etc. Concerns regarding regarding lines of authority and intermittent duplication of efforts were expressed.

Survey results in **Exhibit 4-9** also indicate internal communication to be a priority for central office staff, school administrators, and teachers.

The office of student placement and student conduct is within the department of instructional administration. Although this office is concerned with student placement, support services for student behavior are key operational tasks.

Central office staff also expressed concerns about the accountability, assessment, program evaluation, and school improvement monitoring roles of office of school improvement (OSI) within the department of instructional support. As referenced in **Chapter 1.0**, organizational best practices should, to the extent possible, align operational functions to ensure as much neutrality as possible.

In **Exhibit 4-19**, MGT compared the organization charts of the ten largest divisions in Virginia. The objective of this exercise was to compare CCPS instructional organization, lines of authority, and accountability functions with the same organizational components of other large divisions within the state. As shown in the exhibit, CCPS is the only division with two separate departments for curriculum and instruction. CCPS, Henrico County, and Newport News City Schools are the only divisions that do not have a chief academic officer or deputy superintendent for instruction. Prince William County, Loudoun County, and CCPS are the only divisions in which the office/department of accountability is part of the instructional office.

**EXHIBIT 4-19  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ORGANIZATIONAL COMPARISON WITH TEN LARGEST DIVISIONS IN VIRGINIA**

<b>Division</b>	<b>October 2009 Fall Membership</b>	<b>Single Operational Department for Curriculum and Instruction</b>	<b>Chief Academic Officer or Deputy Superintendent for Instruction</b>	<b>Department/Office to Which Accountability Reports</b>
Fairfax County	171,967	Yes	Yes	Superintendent
Prince William County	76,874	Yes	Yes	Instruction
Virginia Beach City	71,198	Yes	Yes	Superintendent
Loudoun County*	60,056	Yes	Yes	Instruction
<b>Chesterfield County</b>	<b>59,557</b>	<b>No</b>	<b>No</b>	<b>Instruction</b>
Henrico County	49,407	Yes	No	Administrative Services
Chesapeake City	39,897	Yes	Yes	Superintendent
Norfolk City	34,068	Yes	Yes	Superintendent
Newport News City	30,869	Yes	No	Business and Support Services
Stafford County	27,077	Yes	Yes	Superintendent

Source: Created by MGT of America, Inc., 2009 based on Virginia Department of Education, Data & Reports: Virginia Education Statistics, 2009 Fall Membership; divisions self-report the data.

\*Loudoun County will have a new organizational chart in January 2010.

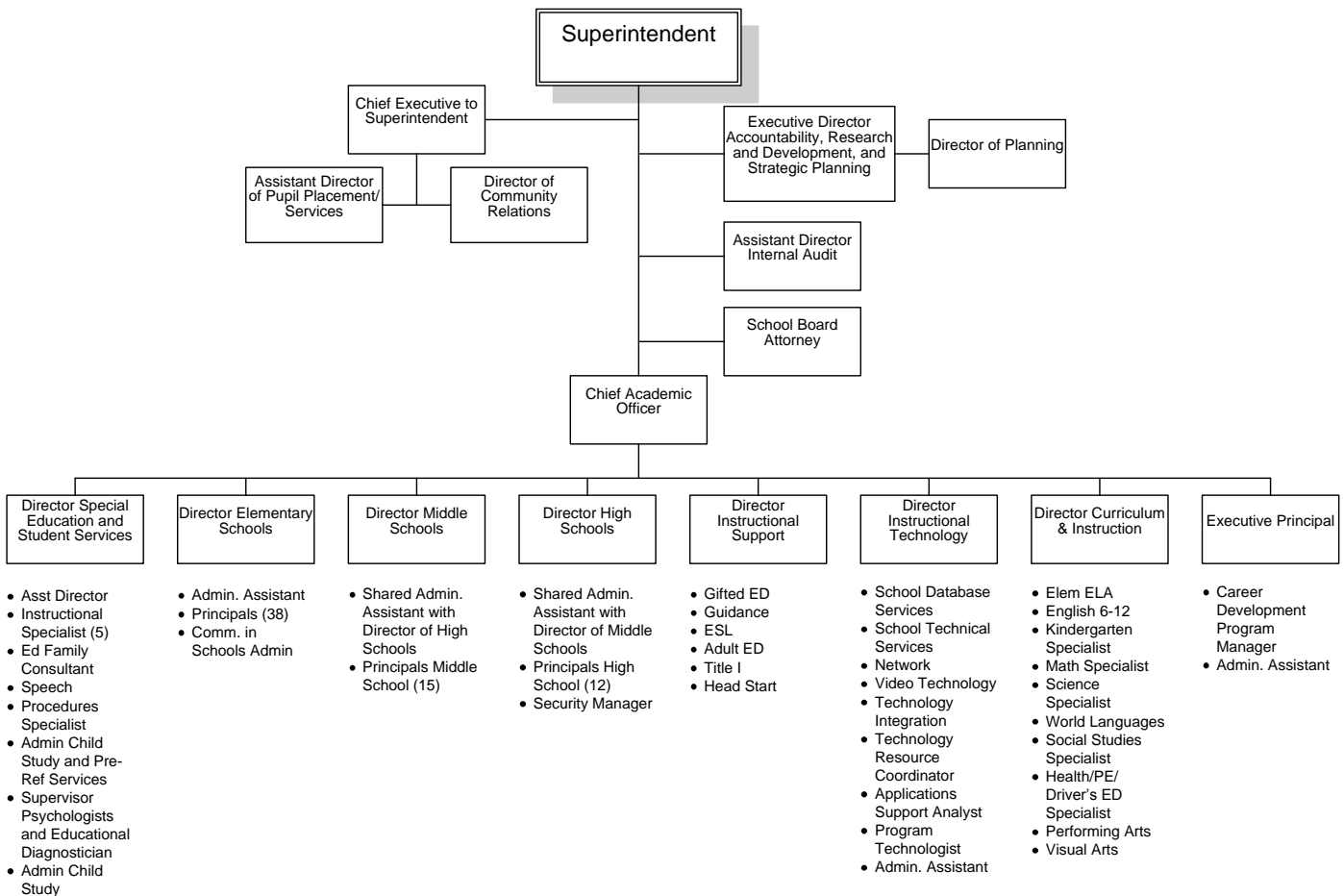
**RECOMMENDATION 4-1:**

**Reorganize the department of instructional administration and the department of instructional support into a single department under a chief academic officer.**

As stated in **Chapter 1.0**, following are the recommended reorganizational changes for the department of instructional administration and department of instructional support.

**Exhibit 4-20** shows the proposed organizational structure combining the departments of instructional administration and instructional support under a chief academic officer. Included within each office are the respective programs associated with the office. Highlighted areas indicate changes from the original organizational chart.

**EXHIBIT 4-20  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROPOSED INSTRUCTIONAL ORGANIZATIONAL STRUCTURE**



Source: Prepared by MGT of America, Inc., 2009.

As indicated in **Chapter 1.0**, the adoption of this organization chart would result in the following:

- Eliminating the positions of assistant superintendent for instructional administration and assistant superintendent for instructional support.
- Eliminating the administrative assistant position to the assistant superintendent for instructional administration.



- Creating the position of chief academic officer (CAO) assigned to act in the absence of the superintendent.
- Reclassifying the director of pupil placement and student conduct position to assistant director and reassigning the unit to the chief executive to the superintendent. It is recommended the reclassification to assistant director be initiated after the incumbent leaves this position.
- Reassigning the communities in schools (CIS) administrator position to the recommended director of elementary schools.
- Upgrading the director of school improvement position to executive director for accountability, research and development, and strategic planning, reassigning current school improvement personnel to the recommended new department.
- Assigning the recommended executive director position as a direct report to the superintendent.

CCPS has a variety of programs and services to meet the instructional and related services needs of students with disabilities. The office of exceptional education provides leadership and expertise in the oversight and monitoring of special education and related services for students with disabilities. The majority of students with disabilities participate in the general education course of study and in state and local assessments.

As further indicated in **Chapter 1.0**, the accountability system, including assessment, school improvement monitoring, and instructional planning functions, is assigned to the instructional support department. This organizational arrangement inhibits the unbiased assessment of the outcomes of work completed by the instructional support department. Implementation of this recommendation would result in actions designed to improve organizational alignment including:

- Incorporating strategic planning development, coordination, and monitoring as an essential responsibility of the recommended department.
- Assigning research and development to the department along with coordination and monitoring of assessments as a foundation for effective determination of accountability.
- Assigning the overall division accountability coordination process to the recommended department.

Implementation of these actions would place the accountability, research and development, school improvement planning, and strategic planning processes in one department reporting directly to the superintendent, establishing departmental neutrality in its relationship to other divisions and departments of the school system.

## **FISCAL IMPACT**

Full implementation of this recommendation could result in an annual savings of \$386,730 and a five-year savings totaling \$1,933,650. More specific information on the fiscal impact of reorganizing the department of instruction is provided in **Chapter 1.0**.

## **4.2 School Administration and Decision-Making**

### **FINDING**

Many of the CCPS elementary school offices exceed VDOE standards of quality (SOQ) recommendations for school office support personnel.

CCPS has 38 elementary schools. According to the October 1, 2009, Fall Membership, Bellwood Elementary has the smallest student population with 451 students and Evergreen has the largest population with 934 students. Matoaca Elementary has the smallest staff with 61 staff members and Gates Elementary has the largest staff with 134 staff members. Staff membership includes administrators, teachers, instructional aides, clinic assistants, custodians, and food services personnel. All full-time and part-time staff members working at a school-based site are included in the calculations.

With the exception of seven elementary schools, each school has an office staff consisting of an office manager, two secretaries, and a part-time office assistant, regardless of the student enrollment or the number of school staff. **Exhibit 4-21** displays the student enrollment, number of staff employees, and the number of office managers, secretaries, and office assistants employed at each elementary school.

**EXHIBIT 4-21  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ELEMENTARY SCHOOL ENROLLMENT, SCHOOL STAFF, AND OFFICE STAFF  
2009-10**

SCHOOL	ENROLLMENT AS OF 9/30/09	STAFF AS OF 12/04/09	OFFICE MANAGER	SECRETARY	OFFICE ASSISTANT	TOTAL OFFICE STAFF
Bellwood ES	451	73	1	2		3.0
Bensley ES	655	100	1	2	0.5	3.5
Beulah ES	564	79	1	2	0.5	3.5
Bon Air ES	533	63	1	2	0.5	3.5
Chalkley ES	728	108	1	2	0.5	3.5
Christian ES	734	99	1	2		3.0
Clover Hill ES	843	89	1	2	0.5	3.5
Crenshaw ES	753	82	1	2	0.5	3.5
Crestwood ES	593	72	1	2		3.0
Curtis ES	724	75	1	2		3.0
Davis ES	638	89	1	2	0.5	3.5
Ecoff ES	724	79	1	2	0.5	3.5
Enon ES	477	68	1	2	0.5	3.5
Ettrick ES	541	83	1	2	0.5	3.5
Evergreen ES*	934	107	1	2	0.5	3.5
Falling Creek ES	624	94	1	2	0.5	3.5
Gates ES*	824	134	1	2	0.5	3.5
Gordon ES	640	77	0.5	2	0.5	3.0
Grange Hall ES	758	74	1	2	0.5	3.5
Greenfield ES	598	75	1	2	0.5	3.5
Harrowgate ES	465	72	1	2	0.5	3.5
Hening ES	886	99	1	2	0.5	3.5
Hopkins ES	589	84	1	2	0.5	3.5
Jacobs ES	781	84	1	1.5		2.5
Matoaca ES	525	61	1	2		3.0
Providence ES	630	86	1	2	0.5	3.5
Reams ES	503	75	1	2	0.5	3.5
Robious ES	666	74	1	2	0.5	3.5
Salem ES	637	73	1	2	0.5	3.5
Scott ES	806	82	1	2	0.5	3.5
Smith ES	725	95	1	2	0.5	3.5
Spring Run ES	819	83	1	2	0.5	3.5
Swift Creek ES	827	77	1	2	0.5	3.5
Watkins ES	929	98	1	2	0.5	3.5
Weaver ES	863	83	1	2	0.5	3.5
Wells ES	691	75	1	2	0.5	3.5
Winterpock ES	750	69	1	2	0.5	3.5
Woolridge ES	793	84	1	2	0.5	3.5

Source: Virginia Department of Education, Data & Reports: Virginia Education Statistics, Fall Membership, 2009.  
 Chart prepared by MGT of America, Inc., with staffing information from CCPS human resources.  
 Note: Evergreen and Gates Elementary have 12 month secretaries.

The SOQ is an authority for staffing for Virginia. The SOQ for secretarial or clerical staffing states that elementary schools with less than 299 students are required to have a part-time secretary or clerical assistant. Schools with student enrollment of 300 or more students are required to have one secretary or clerical assistant. CCPS has more than double the SOQ requirements for elementary office staff in 31 elementary schools (see **Exhibit 4-21**).

CCPS staffing standards provide elementary schools one 12-month officer manager and two 11-month secretaries. Exceptions for the CCPS elementary staffing include Gates and Evergreen Elementary Schools, where a 12 month secretary is assigned to both schools because of their extensive special education programs.

**RECOMMENDATION 4-2:**

**Decrease elementary school secretary/clerical positions.**

Thirty-one of the elementary schools have an office manager (12-month contract), two secretaries (11-month contract), and one part-time office assistant, which equates to 3.5 office staff per elementary school. To increase cost-effectiveness, it is recommended that CCPS eliminate one secretary position (11-month contract) in each of the identified elementary schools.

With the elimination of one secretary position per school, CCPS elementary school office staffing still exceeds the minimum SOQ requirements for elementary office staff. Eliminating one of the secretary positions in each of the identified schools would require the realignment of secretarial and part-time office assistant duties, roles, and responsibilities. It is also recommended that as funding is restored and need arises, CCPS consider increasing office staff positions to the current level.

The salary for elementary school secretaries ranges from \$24,280 to \$39,504. Each secretary has a unique salary for his or her pay scale. Consequently, the following are estimated savings based upon an average secretarial salary of \$31,892

**FISCAL IMPACT**

Implementation of this recommendation could result in an annual savings of \$1,362,357, as shown in **Exhibit 4-22**.

**EXHIBIT 4-22  
CALCULATIONS FOR REDUCING ELEMENTARY SCHOOL OFFICE STAFF**

<b>ACTION</b>	<b>SECRETARY AVERAGE BASE SALARY</b>	<b>FRINGE BENEFIT COST (37.8%)</b>	<b>TOTAL SALARY WITH BENEFITS</b>	<b>NUMBER OF POSITIONS</b>	<b>TOTAL</b>
Eliminate 31 Elementary School Secretary Positions	\$31,892	\$12,055	\$43,947	31	\$1,362,357

Source: Chart prepared by MGT of America, Inc., with staffing information from CCPS human resources, 2009.

Based on the average salaries of current secretaries, CCPS could save \$1,362,357 annually or \$6,811,785 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Eliminate 31 Elementary School Secretary Positions	\$1,362,357	\$1,362,357	\$1,362,357	\$1,362,357	\$1,362,357

**4.3 Special Programs**

**FINDING**

Data show that the division’s elementary-level reading scores have improved; however, the division’s elementary reading program strategies and programs are not well coordinated and MGT consultants could not find evidence that any formal or informal evaluation has been conducted to indicate that the cost of the additional reading support staff are warranted.

CCPS has 38 elementary schools. Each elementary school is assigned one reading specialist. Currently, 29 of the 38 elementary schools are also assigned a reading teacher. Reading specialists and reading teachers are certified educators who are required to have either reading endorsements or a master of education degree in reading.

MGT reviewed data, conducted interviews, and conducted classroom observations and found that the assigned reading specialists have a well-executed process for assisting students in improving reading skills. Evidence shows that the specialists are well trained, meet monthly, disaggregate reading score data, and customize their reading initiative according to data trends and schools’ needs.

Conversely, the 29 reading support teachers that are assigned to each school and report to the principal do not have sufficient checks and balances and are not coordinating their efforts with the reading specialists. MGT could not find any data to support that the additional reading support teachers are making a significant impact on reading improvement. Additional, CCPS exceeds the number of reading support teachers established in the SOQ.

The VDOE SOQ, 22.1-253.13.2 G states, “In addition to the full-time equivalent positions required elsewhere in this section, each local school board shall employ the following reading specialists in elementary schools, one full-time in each elementary school at the discretion of the local school board.” CCPS staffing criteria standards adhere to the VDOE recommendation of one reading specialist or reading teacher per elementary building and stipulate “...additional reading personnel as needed.”

**Exhibit 4-23** shows the assignment of reading specialists and reading teachers per elementary school. Since the CCPS staffing criteria for reading teachers and/or specialists include the language “as needed,” indicators of possible need are included in the exhibit (enrollment, percent of students in poverty, and percent of special education students).

**EXHIBIT 4-23**  
**CHESTERFIELD COUNTY PUBLIC SCHOOLS**  
**ELEMENTARY ASSIGNMENT OF READING SPECIALISTS AND READING TEACHERS**

SCHOOL	READING SPECIALIST	READING TEACHER	ENROLLMENT AS OF 9/30/09	PERCENT POVERTY AS OF 3/30/09	PERCENT SPECIAL EDUCATION AS OF 10/19/09
<b>Bellwood</b>	1	1	451	74%	11%
<b>Bensley</b>	1	1	655	86%	15%
<b>Beulah</b>	1	1	564	55%	15%
Bon Air	1		533	22%	12%
<b>Chalkley</b>	1	1	728	65%	13%
Christian	1	1	734	37%	16%
Clover Hill	1	1	843	11%	16%
Crenshaw	1	1	753	33%	18%
Crestwood	1	1	593	34%	15%
Curtis	1	1	724	21%	11%
<b>Davis</b>	1	1	638	48%	14%
Ecof	1	1	724	25%	16%
Enon	1		477	10%	14%
<b>Ettrick</b>	1	1	541	60%	14%
Evergreen	1	1	934	16%	15%
<b>Falling Creek</b>	1	1	624	69%	14%
Gates	1	1	824	18%	19%
Gordon	1	1	640	6%	12%
Grange Hall	1		758	6%	15%
Greenfield	1		598	15%	13%
<b>Harrowgate</b>	1	1	465	62%	15%
Hening	1	1	886	32%	12%
<b>Hopkins</b>	1	1	589	57%	16%
Jacobs	1	1	781	22%	13%
Matoaca	1	1	525	29%	16%
Providence	1	1	630	37%	19%
<b>Reams</b>	1	1	503	45%	15%
Robious	1		666	4%	12%
Salem	1	1	637	35%	11%
Scott	1	1	806	33%	12%
Smith	1	1	725	14%	22%
Spring Run	1	1	819	8%	13%
Swift Creek	1		827	9%	9%
Watkins	1	1	929	11%	9%
Weaver	1		863	1%	14%
Wells	1	1	691	14%	12%
Winterpock	1		750	2%	10%
Woolridge	1		793	6%	10%

Source: CCPS offices of school improvement, exceptional education, and curriculum and instruction.

**Note:** Bold indicates Title I or targeted assistance schools.

Historically, according to curriculum and instruction and human resource staffs, each elementary school has been assigned a reading specialist. In 2006-07, each elementary school was also assigned a reading teacher. In 2008-09 the number of reading teachers was reduced from 38 to 29 due to budget cuts.

According to instructional staff, along with the addition of reading teachers, there have also been several key changes in reading curriculum and instruction at the elementary level within the past four years to improve student reading skills. First, much research was conducted to determine which reading programs were most responsive to the needs of CCPS students. Needs assessment and best practice surveys were administered and information gathered and analyzed. Division-wide focus and discussion groups were held to discuss results, share best practices for reading instruction, and model teaching practices.

Staff developed a common language for literacy instruction, adopted a reading textbook aligned with the findings and discussions from the previous year, and developed a systemic framework of materials supplementing the CCPS literacy program. All elementary staff, including art, music, ESL, special education, Title I, gifted, etc. were trained in the philosophy, goals, and tiered differentiated instructional strategies for reading instruction and intervention. The ultimate focus for this phase of the reading program was improved reading skills for students.

Reading specialists, by virtue of their expertise, roles, and responsibilities were key components of the successful implementation of the reading program. Reading specialists co-planned with teachers, modeled reading lessons, worked with targeted groups of students with reading skill needs, and coached classroom teachers. The specificity of the reading specialists provided customized and onsite reading resources responsive to the needs of the staff and students within the building.

The next phase included the assignment of reading teachers to each elementary building. Although job descriptions were similar and improved student reading skills was the focus, there were differences in implementation among the elementary schools. Reading specialists are coordinated from the curriculum and instruction office and meet monthly to share practices and holistically plan strategies to better assist building staff and students.

Reading teachers, although trained in the literacy program developed by CCPS, report directly to their respective building principals. The building principal assigns students and staff with whom the reading teacher will work. Reading teachers traditionally work directly with students designated to have reading skill needs. There is collaboration between reading specialists and reading teachers; however the ultimate activities of the reading teacher are at the discretion and designation of the building principal.

Although brief, this is an overview of a four-year process of systemically focusing efforts to help elementary school children with reading skills. There are numerous other aspects of the literacy program, its implementation, evaluation, and review. The ultimate success of such a program contains many variables.

One significant measure of staff implementation of differentiated instructional strategies for student mastery of reading skills is to analyze students' cohort results of the Commonwealth's criterion referenced tests. Students in grades three, four, and five are administered reading SOL tests each spring.

**Exhibit 4-24** provides cohort data using 2006-07, 2007-08, and 2007-09 reading SOL results. Cohort data aggregates SOL results for the same student or groups of students as they progress from grade to grade. The purpose for creating and analyzing cohort SOL data is to determine students' or group's improved levels of skill mastery as they progress from grade level to grade level or course-to-course. The exhibit shows the compiled reading

results for all CCPS elementary schools. Depicted are the reading results for current grades four, five, and six. Grade four results contain grade three reading results. Grade five results contain students' grade three and four results. Grade six results contain groups previous grade five, grade four, and grade three reading results.

**EXHIBIT 4-24  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
2006-07, 2007-08, AND 2007-09 COHORT READING SOL RESULTS  
FOR GRADES FOUR, FIVE, AND SIX**

Elementary School	Current Grade 4 Students	Current Grade 5 Students		Current Grade 6 Students		
	Percent Passing	Percent Passing		Percent Passing		
	2008-09 Grade 3 Results	2007-08 Grade 3 Results	2008-09 Grade 4 Results	2006-07 Grade 3 Results	2007-08 Grade 4 Results	2008-09 Grade 5 Results
<b>Bellwood</b>	74	88	84	72	94	94
<b>Bensley</b>	88	83	95	90	97	98
<b>Beulah</b>	91	90	96	81	82	99
Bon Air	98	93	96	93	99	99
<b>Chalkley</b>	89	89	93	89	89	93
Christian	77	78	84	88	83	87
Clover Hill	90	88	93	91	96	98
Crenshaw	89	88	91	82	95	96
Crestwood	87	79	80	86	86	88
Curtis	88	94	94	78	94	96
<b>Davis</b>	74	77	91	85	85	90
Ecoff	93	88	98	90	91	99
Enon	89	94	91	88	94	94
<b>Ettrick</b>	80	75	87	68	66	86
Evergreen	98	94	95	89	94	98
<b>Falling Creek</b>	86	73	80	83	91	97
Gates	95	90	94	78	92	92
Gordon	98	98	99	96	97	98
Grange Hall	94	97	98	95	98	100
Greenfield	91	90	99	93	98	99
<b>Harrowgate</b>	92	86	92	82	97	99
Hening	82	85	88	81	88	94
<b>Hopkins Road</b>	89	79	89	77	87	89
Jacobs Road	85	78	89	87	90	95
Matoaca	86	81	85	84	87	90
Providence	86	92	89	87	95	98
<b>Reams Road</b>	95	87	97	88	86	95
Robious	97	98	99	94	98	98
Salem Church	83	81	79	90	93	95
Scott	97	85	93	-	92	98
Smith	98	91	92	91	98	97
Spring Run	93	90	91	94	96	97
Swift Creek	97	98	97	95	97	97
Watkins	94	94	94	93	98	99



**EXHIBIT 4-24 (Continued)  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
2006-07, 2007-08, AND 2007-09 COHORT READING SOL RESULTS  
FOR GRADES FOUR, FIVE, AND SIX**

	Current Grade 4 Students	Current Grade 5 Students		Current Grade 6 Students		
	Percent Passing	Percent Passing		Percent Passing		
Elementary School	2008-09 Grade 3 Results	2007-08 Grade 3 Results	2008-09 Grade 4 Results	2006-07 Grade 3 Results	2007-08 Grade 4 Results	2008-09 Grade 5 Results
Weaver	99	95	99	94	98	97
Wells	85	84	92	87	95	96
Winterpock	97	94	96	-	98	99
Woolridge	95	96	97	89	96	98

Source: Chart prepared by MGT of America, Inc., based on Virginia Department of Education, Assessment Results, 2009.

**Note:** Bold schools are Title I schools.

The 2009-10 grade four students have been involved with the current literacy program and in buildings with at least two supplemental reading personnel since the students were in second grade. Only grade three SOL test data are available for current grade four students. SOL results for current grade four students ranged from 74 percent of students passing to 99 percent of students passing. Grade four students at Bellwood, Davis, and Christian elementary school had students passing the reading SOL test at 74 percent, 74 percent, and 77 percent respectively. Ninety-nine percent of grade four students at Weaver Elementary passed the SOL reading test.

Current grade five students have two years of SOL reading test results (grades three and four). Of the 38 elementary schools in the study, 33 schools (87 percent) had more students pass the fourth year test than the third. Of the five schools that did not improve, the pass rate at Swift Creek decreased from 98 percent to 97 percent, Enon decreased from 94 percent to 91 percent, Providence decreased from 92 percent to 89 percent, Salem Church decreased from 81 percent to 79 percent, and Bellwood decreased from 88 percent to 84 percent.

From the schools yielding decreasing scores, the decrease range was one to four percentage points. Although Enon and Swift Creek had decreasing scores, over 90 percent of their students still passed the SOL both grade three and grade four SOL reading tests.

Davis had the highest increase between grade three and grade four, with a 14 percentage point increase. Ettrick and Bensley had 12 percentage point increases. Jacobs Road had a 11 percentage point increase and Hopkins Road, Ecoff, and Reams Road each had a ten percentage point increase. Noteworthy in the grade five cohort results is that half the schools with the greatest gains were Title I schools.

Current grade six students have three years of SOL reading test results. Included are their grade three, grade four, and grade five reading results. Of the 38 elementary schools in the study, 37 (97 percent) improved their pass rate from the grade three to grade five. Although Christian Elementary did not improve from grade three to grade five, the percent of students passing the reading SOL test decreased by only one percentage point.

Bellwood Elementary had a 22 percentage point gain between grade three and grade five. When comparing only the last two years' SOL reading scores, only two schools had decreasing scores. Smith and Weaver both decreased from 98 percent to 97 percent. Six schools, Bellwood, Enon, Gates, Robious, Swift Creek, and Bon Air had scores that remained the same for grade four and grade five. Noteworthy is that all six schools had scores at or above 92 percent.

The cohort results yielded significant evidence that there is continued academic improvement in reading scores at the elementary level. This continued growth correlates with the effectiveness of the literacy program implemented at the elementary schools. It can be assumed that variables such as the reading teachers, reading specialists, and professional training provided for the literacy program have impacted students' continued mastery of reading skills as they move from grade level to grade level.

Another means of measuring improved student achievement in reading is to review and analyze AYP data. Of the 38 elementary schools, only four schools or 11 percent did not make AYP. To make AYP, schools must achieve all 29 subgroup indicators in mathematics and reading. Crestwood and Davis did not meet all 29 reading subgroup indicators and Ettrick did not meet all 29 mathematics indicators. Christian did not meet all subgroup indicators in both reading and math.

From the 29 subgroup indicators in reading, Crestwood and Davis did not have 81 percent of their poverty students pass the reading SOL test. That was the only subgroup in which they did not meet AYP standards. Ettrick did not make mathematics AYP standards. Ettrick's mathematics subgroups were all students, black students, and students of poverty. Christian was the only school that did not make all AYP subgroups in reading and mathematics. Their mathematics subgroup indicator was students of poverty and their reading subgroup indicators were black students and students of poverty.

CCPS had three elementary schools that did not achieve AYP in reading. Two of the schools did not meet one subject indicator and the other school did not make two of the 29 subgroup indicators.

The gains in reading mastery have been particularly strong for most of the schools in which half or more than half of the students are below the poverty line:

- Bellwood (74 percent below poverty and 22 percent gain over three years)
- Bensley (62 percent below poverty and 8 percent gain over three years)
- Clover Hill (60 percent below poverty and 7percent gain over three years)
- Crenshaw (55 percent below poverty and 14 percent gain over three years)
- Ecoff (69 percent below poverty and 9 percent gain over three years)
- Evergreen (48 percent below poverty and 9 percent gain over three years)
- Gates (86 percent below poverty and 14 percent gain over three years)
- Hopkins Road (65 percent below poverty and 12 percent gain over three years)

When reviewing the change of reading textbooks, the implementation of the literacy resources and framework, the cohort SOL scores, and the AYP results, it can be concluded that CCPS students are doing well mastering reading skills.

While MGT applauds the division for its overall gains in elementary reading scores, the division should take steps to ensure that the reading specialists and reading teachers are

working collaboratively and not in isolation to maximize staff efforts. Additionally, the division has not conducted any type of formal (or informal) evaluation of the elementary reading program and staffing of those programs to determine what efforts (and expenses) are truly making an impact on the scores.

**RECOMMENDATION 4-3:**

**Coordinate the job responsibilities of the reading specialists and the reading teachers and conduct an elementary reading program evaluation.**

The director of instructional support should reassess the job responsibilities of the reading teachers and reading specialists and ensure that these staff meet regularly and collaboratively implement the division's reading strategies at the elementary level. Additionally, the assistant director of school improvement should conduct an evaluation of the entire program to make data-driven staffing and program decisions. After a careful assessment of the reading program, the division may find the additional reading teachers that exceed the SOL levels of staffing are not warranted, and thereby could eliminate some or all of the positions to incur division cost savings.

**FISCAL IMPACT**

Without sufficient program evaluation data, it is difficult to recommend the elimination of any of the reading teacher positions. However, once the division has conducted a formal evaluation of the elementary reading programs and as a result of the evaluation finds no conclusive evidence that indicates the additional teachers are making a significant impact on student achievement, the division may realize significant cost savings. Based on the average salary and benefits of \$66,392 for the reading teachers, there would be a total savings of \$1,925,369 if the 29 reading teacher positions were eliminated.

MGT estimates that the assistant director of school improvement and appropriate staff should be able to conduct an evaluation of the elementary reading program over the course of three months.

**FINDING**

CCPS undercharges student fees for driver education classes.

According to VDOE, "CCPS has developed one of the most cost-efficient drivers' education programs in the state." CCPS students receive classroom instruction in 10th grade and provided seven after school "behind-the wheel" driving instructional sessions.

Virginia school divisions have latitude in developing their driver education programs. The classroom phase of driver education may be taught as a separate elective or as a part of the 10th grade health and physical education program. The seven periods of "behind the wheel" driving may be offered during the school day or as an after school program. Student costs will vary depending upon the program provided by each division.

As noted above, CCPS has chosen the most cost effective method for delivering the driver education program to their students. Offering the classroom components as a part of the

10th grade health and physical education program results in no additional cost to the division. Offering the “behind the wheel” program after school greatly reduces teacher costs.

School divisions are allowed to charge a fee to students participating in the behind the wheel program to help offset expenses. In addition, school divisions receive reimbursement funds from VDOE for driver education. **Exhibit 4-25** displays drivers’ education fees charged to students in surrounding geographical areas in which students receive three or seven “on-the-road” instructional driving experiences.

**EXHIBIT 4-25  
SAMPLE GEOGRAPHIC AREA SCHOOL DIVISIONS  
DRIVER EDUCATION FEES AND PROGRAM COMPARISONS**

<b>DIVISION</b>	<b>STUDENT FEES</b>	<b>THREE DRIVING EXPERIENCES</b>	<b>SEVEN DRIVING EXPERIENCES</b>
Henrico	\$90	Yes	
<b>Chesterfield</b>	<b>\$100</b>		<b>Yes</b>
Chesapeake	\$150	Yes	
Hanover	\$150		Yes
Richmond City	\$200		Yes
Virginia Beach	\$219		Yes
Goochland	\$250		Yes
Prince William	\$275	Yes	

Source: Virginia Department of Education, office of middle & high school instruction, 2009; divisions self-report the data.

Noteworthy in **Exhibit 4-25** is that the CCPS drivers’ education fees are lower than almost all of the divisions in the geographical areas. Only Henrico County Public Schools has a lower student fee than CCPS. Henrico provides three after school driving experiences for their students. The remainder of the seven driving periods for these students is provided during the school day on a driver education range. The students are only paying for the three after school lessons.

The average fee charged among the four schools who offer seven driving experiences, other than CCPS, is \$205. Both programs are similar to the CCPS drivers’ education program. VDOE staff state that average fees of commercial drivers’ education companies within the CCPS geographical area range from \$250 to \$300 per student.

**Exhibit 4-26** displays information submitted by CCPS to VDOE concerning the amount to be charged for “behind the wheel” driver education. As noted in this table, the 2009-10 maximum student allowable fees for CCPS is \$118.84. CCPS current fee is \$100.00.

The \$18.84 difference per student represents a total difference of \$54,428.76 for the 2,889 students taking this course for the 2008-2009 school year. The \$54,428.76 is what CCPS allocates in the annual budget for students to take drivers’ education.

**EXHIBIT 4-26  
DRIVER EDUCATION MAXIMUM ALLOWABLE FEES**

<b>CCPS DRIVER EDUCATION BUDGET</b>	<b>DRIVER EDUCATION STUDENTS</b>	<b>VDOE REIMBURSEMENT<sup>1</sup></b>	<b>AVERAGE COST PER PUPIL<sup>2</sup></b>	<b>AVERAGE PER PUPIL REIMBURSEMENT<sup>3</sup></b>	<b>VDOE MAXIMUM STUDENT ALLOWABLE FEES</b>
\$462,618	2,889	\$119,280	\$160.13	\$41.29	\$118.84

Source: Virginia Department of Education, office of drivers' education.

Calculations: VDOE Reimbursement<sup>1</sup> based upon Grade 10 Average Daily Membership; Average Cost per Pupil<sup>2</sup> equals CCPS Drivers' Education Budget divided by Drivers' Education Students; Average per Pupil Reimbursement<sup>3</sup> equals VDOE Reimbursement divided by Drivers' Education Students; VDOE Maximum Student Allowable Fees<sup>4</sup> equals Average Cost per Pupil minus Average per Pupil Reimbursement

Given this information along with the reimbursement formulas provided by the VDOE, it is recommended that student fees be raised to the maximum student allowable fees.

**RECOMMENDATION 4-4:**

**Increase driver education fees to the maximum allowable for reimbursement by the state.**

Student driver education fees would be raised to the maximum student allowable fees. VDOE guidelines state that the increase of fees needs school board approval. CCPS staff would confirm with VDOE the precise amount that can be charged to students and reimbursed by the state to the division.

**FISCAL IMPACT**

The maximum fee increase would be \$18.84. This is the maximum allowed by the Commonwealth to receive the reimbursement funding for the program. The 2009-10 average daily membership (ADM) for grade 10 is 4,514 students. The anticipated number of students taking drivers' education during the 2009-10 school year is 2,700 to 2,900.

**Exhibit 4-27** shows the possible income gained from the Commonwealth related to a range of small increases in fees. Based on the amount of the increase and the number of students, the annual income could range from \$52,000 to \$54,891, with a five-year estimated income from \$260,000 to \$274,000. The precise amount saved is dependent upon the fees charged to students and subsequent reimbursement from the VDOE.

**EXHIBIT 4-27  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ESTIMATED DRIVER EDUCATION FEE RATE INCOME**

<b>STUDENT FEE</b>	<b>INCREASE</b>	<b>STUDENTS<sup>1</sup></b>	<b>INCOME GAINED</b>
\$118.00	\$18.00	2,889	\$52,002
\$118.84	\$18.84	2,889	\$54,428
\$119.00	\$19.00	2,889	\$54,891

<sup>1</sup>Students based upon CCPS 2008-09 drivers' education students.

Based on the median increase of the student fees recommended (\$18.84), the division could realize income of \$54,429 annually, or \$272,145 over five years.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Drivers' Education Fees Increased to \$118.84	\$54,429	\$54,429	\$54,429	\$54,429	\$54,429

**4.4 Service Delivery for Special Education**

A study of special education service delivery requires a comparison among the cohort school divisions. School divisions identified in the cohort group are Chesapeake City School Division, Henrico County School Division, Prince William County School Division, and Virginia Beach City School Division. Federally mandated performance indicators are reported for each school division annually, and the last report on the indicators was published on June 1, 2009.

In **Exhibits 4-28** and **4-29**, indicators 1, 2, 13, and 14 are reported. These indicators reflect services and outcomes at the high school level. Compared to the state target and the cohort school divisions, CCPS performed favorably on indicator 1 (graduation rates) with CCPS reporting the highest graduation rate among the cohort group. Unfortunately, the dropout rate for students with disabilities was not as favorable with two of the cohort school divisions meeting the state target; CCPS had the highest dropout rate among the cohort group.

**EXHIBIT 4-28  
GRADUATION AND DROPOUT RATES**

	INDICATOR 1: GRADUATION RATE		INDICATOR 2: DROPOUT RATE	
	RATE	MET TARGET?	RATE	MET TARGET?
State Target	45.00%		1.89%	
<b>Chesterfield</b>	<b>55.62%</b>	<b>Yes</b>	<b>3.71%</b>	<b>No</b>
Chesapeake	31.24%	No	3.39%	No
Henrico	43.98%	No	1.66%	Yes
Prince William	46.15%	Yes	2.0%/	No
Virginia Beach	43.60%	No	1.01%	Yes

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

Indicator 13 reflects the percentage of students with disabilities whose IEPs included coordinated, measurable goals and transition services designed to enable the students to meet post-secondary goals. Indicator 14 reports the percent of youth who had IEPs and are no longer in secondary school who have either been competitively employed or enrolled in postsecondary school or both, within one year of leaving high school. When compared with the cohort group, CCPS fell in the middle of the cohort group on indicator 13, dealing with secondary goals and transition services. While this does not meet the state target, there is a significant disparity among the cohort divisions ranging from Virginia Beach (51.6 percent) to Prince William (97.54 percent), falling just short of the 100 percent target. CCPS far exceeded the state target for indicator 14, ranking second in the cohort group.

**EXHIBIT 4-29  
INDICATORS 13 AND 14  
SECONDARY/POST-SECONDARY INDICATORS**

	SECONDARY GOALS AND TRANSITION SERVICES		POST-SECONDARY OUTCOMES	
	RATE	MET TARGET?	RATE	MET TARGET?
State Target	100%		60%	
<b>Chesterfield</b>	<b>82.93%</b>	<b>No</b>	<b>80.9%</b>	<b>Yes</b>
Chesapeake	64%	No	75.9%	Yes
Henrico	71.37%	No	51.3%	No
Prince William	97.54%	No	83.2%	Yes
Virginia Beach	51.6%	No	78.1%	Yes

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

Participation of students with disabilities in statewide assessments is a requirement of the *No Child Left Behind Act (NCLB)* as well as the *Individuals with Disabilities Education Improvement Act (IDEA)* and is reported annually. Indicator 3 is reported in **Exhibit 4-30**. It is divided into three parts reporting whether the school division met AYP, the participation rate as compared with the state target, and proficiency rate as compared with the state target. CCPS met adequate yearly progress (AYP) for students with disabilities and exceeded the participation rate state target. Unfortunately, neither CCPS nor any of the cohort divisions met the state targeted proficiency rate in either English/Reading or Math.

**EXHIBIT 4-30  
PARTICIPATION AND PERFORMANCE ON STATEWIDE ASSESSMENTS**

INDICATOR 3	MET AYP?	PARTICIPATION RATE	MET TARGET?	PROFICIENCY RATE	MET TARGET?
State Target		95% for English/Reading 95% for Math		77% for English/Reading 75% for Math	
<b>Chesterfield</b>	<b>Yes</b>	<b>99% for Eng./Reading</b> <b>99% for Math</b>	<b>Yes</b> <b>Yes</b>	<b>70% for Eng./Reading</b> <b>67% for Math</b>	<b>No</b> <b>No</b>
Chesapeake	Yes	99% for English/Reading 99% for Math	Yes Yes	75% for English/Reading 73% for Math	No No
Henrico	Yes	99% for English/Reading 99% for Math	Yes Yes	67% for English/Reading 66% for Math	No No
Prince William	Yes	100% for English/Reading 99% for Math	Yes Yes	67% for English/Reading 62% for Math	No No
Virginia Beach	Yes	99% for English/Reading 99% for Math	Yes Yes	72% for English/Reading 66% for Math	No No

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

The long-term suspension and expulsion of students with disabilities has become a major area of attention, thus requiring annual reporting via indicator 4. This indicator is reported in **Exhibit 4-31**, which shows the disproportionate suspension and expulsion of students with disabilities based on the racial composition of the school division in general. A state target consequently cannot be determined since the indicator is compared against the school

division’s population. CCPS reported a discrepancy between students with and without disabilities in both long-term suspensions and expulsions. The cohort divisions were mixed in their outcomes.

**EXHIBIT 4-31  
SUSPENSION/EXPULSION DATA AND LRE DATA**

INDICATOR 4	SUSPENSION AND EXPULSION DISCREPANCY	SIGNIFICANT DISCREPANCY?
State Target	NA – based on local population	
<b>Chesterfield</b>	<ul style="list-style-type: none"> <li>• <b>Long-Term Suspensions</b></li> <li>• <b>Expulsions</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Yes</b></li> <li>• <b>Yes</b></li> </ul>
Chesapeake	<ul style="list-style-type: none"> <li>• Long-Term Suspensions</li> <li>• Expulsions</li> </ul>	<ul style="list-style-type: none"> <li>• No</li> <li>• No</li> </ul>
Henrico	<ul style="list-style-type: none"> <li>• Long-Term Suspensions</li> <li>• Expulsions</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> <li>• Yes</li> </ul>
Prince William	<ul style="list-style-type: none"> <li>• Long-Term Suspensions</li> <li>• Expulsions</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> <li>• Yes</li> </ul>
Virginia Beach	<ul style="list-style-type: none"> <li>• Long-Term Suspensions</li> <li>• Expulsions</li> </ul>	<ul style="list-style-type: none"> <li>• Yes</li> <li>• No</li> </ul>

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

Indicator 5 is reported in **Exhibit 4-32**. The data used for measurement against the state target are the percent of children ages 6-21 with IEPs that were in a general education class 80 percent of the day or more; in regular class 40 percent of the day or less; and served in separate settings such as public or private separate schools, residential placement, or homebound or hospital placements. As can be seen in the exhibit, CCPS exceeded the state target for students spending 80 percent of the day in the general classroom, but did not meet the state target for the 40 percent indicator, meaning that more students than the state target are in a regular class 40 percent or less per day. When compared with the cohort divisions, however, CCPS did well in this area.



**EXHIBIT 4-32  
LEAST RESTRICTIVE ENVIRONMENT DATA**

INDICATOR 5	SCHOOL AGE LEAST RESTRICTIVE ENVIRONMENT	MET TARGET?
State Target	<ul style="list-style-type: none"> <li>• 80% or more – 62%</li> <li>• 40% or less – 11%</li> <li>• Separate Settings – 1%</li> </ul>	
<b>Chesterfield</b>	<ul style="list-style-type: none"> <li>• <b>80% or more – 65%</b></li> <li>• <b>40% or less – 13%</b></li> <li>• <b>Separate Settings – 1.1%</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Yes</b></li> <li>• <b>No</b></li> <li>• <b>Yes</b></li> </ul>
Chesapeake	<ul style="list-style-type: none"> <li>• 80% or more – 42%</li> <li>• 40% or less – 21%</li> <li>• Separate Settings – 3.6%</li> </ul>	<ul style="list-style-type: none"> <li>• No</li> <li>• No</li> <li>• No</li> </ul>
Henrico	<ul style="list-style-type: none"> <li>• 80% or more – 46%</li> <li>• 40% or less – 15%</li> <li>• Separate Settings – 4.0%</li> </ul>	<ul style="list-style-type: none"> <li>• No</li> <li>• No</li> <li>• No</li> </ul>
Prince William	<ul style="list-style-type: none"> <li>• 80% or more – 58%</li> <li>• 40% or less – 14%</li> <li>• Separate Settings – 4.0%</li> </ul>	<ul style="list-style-type: none"> <li>• No</li> <li>• No</li> <li>• No</li> </ul>
Virginia Beach	<ul style="list-style-type: none"> <li>• 80% or more – 58%</li> <li>• 40% or less – 17%</li> <li>• Separate Settings – 1.1%</li> </ul>	<ul style="list-style-type: none"> <li>• No</li> <li>• No</li> <li>• Yes</li> </ul>

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

Indicators 9 and 10 are reported in **Exhibit 4-33**. All of the cohort groups met the state target for indicator 9 dealing with disproportionate representation in special education based on the inappropriate identification. CCPS, however, did not meet the state target for disproportionate representation for specific disability categories. Two of the cohort division met this target and two others did not.

**EXHIBIT 4-33  
DISPROPORTIONALITY DATA**

	INDICATOR 9: DISPROPORTIONATE REPRESENTATION IN SPECIAL EDUCATION	INDICATOR 10: DISPROPORTIONATE REPRESENTATION IN SPECIFIC DISABILITY CATEGORIES
	MET TARGET?	MET TARGET?
State Target	0%	0%
<b>Chesterfield</b>	<b>Yes</b>	<b>No</b>
Chesapeake	Yes	Yes
Henrico	Yes	No
Prince William	Yes	No
Virginia Beach	Yes	Yes

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

**Exhibit 4-34** deals with timelines. Indicator 11 reports on eligibility timelines while indicator 12 reports on the timeline for having IEPs in place for students eligible who are transferring from Part C, the infant and toddler program. CCPS did not meet the state target for either of these indicators. It must be noted, however, that the state target for both is 100 percent and none of the cohort divisions met the target for indicator 11 while only two met the target for

indicator 12. It should also be noted that CCPS missed the target for indicator 11 by only .89 percent and missed the target for indicator 12 by only 3.9 percent.

**EXHIBIT 4-34  
TIMELINES DATA**

	INDICATOR 11: ELIGIBILITY TIMELINES		INDICATOR 12: PART C TO PART B TRANSITION	
	RATE	MET TARGET?	RATE	MET TARGET?
State Target	100%		100%	
<b>Chesterfield</b>	<b>99.11%</b>	<b>No</b>	<b>96.9%</b>	<b>No</b>
Chesapeake	99.94%	No	100%	Yes
Henrico	98.94%	No	97.98%	No
Prince William	99.65%	No	98.78%	No
Virginia Beach	97.75%	No	100%	Yes

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

The parent involvement indicator was collected using a survey of parents. As shown in **Exhibit 4-35**, although CCPS did not meet the target for indicator 8, it missed the target by only .5 percent. The cohort divisions rated within three percentage points with all hovering around the targeted rate.

**EXHIBIT 4-35  
PARENT INVOLVEMENT**

INDICATOR 8: PARENT INVOLVEMENT	RATE	MET TARGET?
State Target	65%	
<b>Chesterfield</b>	<b>64.5%</b>	<b>No</b>
Chesapeake	65.4%	Yes
Henrico	63.5%	No
Prince William	66.3%	Yes
Virginia Beach	67%	Yes

Source: Virginia Department of Education, Special Education Performance Reports, June 1, 2009; divisions self-report the data.

**FINDING**

As previously shown in **Exhibit 4-32**, the division exceeded the state target for students who are provided special education in the general education setting at least 80 percent of the time. None of the cohort divisions met the state target. The use of inclusive education provides students with disabilities best practice access to the general education curriculum as well as interaction and inclusion in social situations. Chesterfield reported that 65 percent of its students with disabilities are provided their special education in general education settings 80 percent or more of the time. Only 1.1 percent of its students are served in separate settings. As indicated in interviews, this has been a priority for the leadership in special education, and the data indicates that efforts have been successful by

providing direction and supports to serve the majority of students with disabilities in general education settings.

**COMMENDATION 4-E:**

**CCPS is commended for special education initiatives which provide the vision and direction to move toward more inclusive approaches to services to students with disabilities.**

**FINDING**

As previously shown in **Exhibit 4-35**, 64.5 percent of parents who responded to the state survey indicated that schools facilitated parent involvement as a means of improving services and results for children with disabilities. One of the services provided to parents in the division is a parent resource center. The center is accessible to parents and community members, has a variety of resource materials useful for parents, and provides a variety of workshops and training opportunities for parents. It is staffed full-time and provides accessible information related to the process of special education, research information about different disabilities, materials to use with children, and a professional and parent who can partner to provide meaningful information to those seeking guidance. Data maintained by the center indicates regular use by both parents and teachers. It also serves as the meeting location for the special education advisory committee which brings added attention and accessibility.

**COMMENDATION 4-F:**

**The parent resource center provides a valuable service to parents who need to learn about the process of special education, research information about their child's disabilities, and seek guidance on dispute resolution options.**

**FINDING**

The office of exceptional education has developed clear procedures that are designed to implement state and federal regulations that govern the administration of special education. A procedures manual and a separate IEP manual provide clear direction for implementing the special education requirements. The topics included in each, as listed in the tables of contents, are provided to demonstrate the comprehensive nature of each. **Exhibits 4-36** and **4-37** provide the table of contents for procedural manuals used in the division. These manuals not only include state requirements, they go beyond regulations to provide effective direction on procedures specific to CCPS.

**EXHIBIT 4-36  
PROCEDURES MANUAL TABLE OF CONTENTS**

Topics:

1. Using this Manual
2. The Special Education Process
3. Child Find
4. New Student Screening Process
5. Proper Meeting Notification
6. Prior Written Notice
7. Procedural Safeguard Requirements
8. Audio/Video Recording Meetings
9. Child Study Committee
10. Pre-referral Instructional Interventions
11. Special Education Timeline
12. Making a Referral
13. Conducting an Evaluation
14. Consideration of Private Parent-Initiated Evaluation
15. Eligibility
16. Individualized Education Program (IEP)
17. Independent Educational Evaluation
18. Change of Placement
19. Termination of Services
20. Least Restrictive Environment
21. Transfer Students with IEPs
22. Discipline
23. Alternative Education and Students with IEPs
24. Central Special Education Committee
25. Due Process Action
26. Homebound and Home-based Students
27. Instruction for Students in Jail
28. Services to Students in Private School
29. Surrogate Parents
30. Procedures for Group Home Students

Source: CCPS exceptional education office, 2009.

**EXHIBIT 4-37  
INDIVIDUAL EDUCATION PLAN MANUAL TABLE OF CONTENTS**

Topics:

1. Introduction
2. Procedures
3. Accountability
4. Chesterfield County Students
5. Private School Students
6. Transfer Students
7. Prior Written Notice
8. IEP Manager Responsibilities
9. Participants
10. Mandated Participants, Transition
11. Parent participation
12. Audio/Video Recording of Meetings
13. Form 10 meeting Notification
14. Prior Written Notice
15. IEP 1 Cover Page
16. IEP 2 Factors for IEP Team Consideration
17. IEP 3 & 3A Present Level of performance
18. IEP 4 Diploma Status
19. IEP 4A Secondary Transition
20. IEP 4 B Secondary Transition Interagency Responsibilities & Needed Linkages
21. Summary of Performance for graduating Seniors Only
22. IEP 5 Measurable Annual Goals Short Term Objectives or Benchmarks
23. IEP 6 Accommodations & Modifications
24. IEP 7 Accommodations/Modifications, cont
25. Participation in State & District-Wide Assessments
26. IEP 7A Standards of Learning (SOL) Virginia alternative Assessment Program
27. IEP 7B District-Wide Assessments
28. IEP 8 Services
29. IEP 9 Services (continued) and Placement
30. IEP 10 Parent/Adult Consent/Notice
31. IEP 11 Amendment
32. IEP 11 Continued Services
33. IEP 12 Extended School Year Plan
34. IEP 12A ESY Progress Report
35. IEP 14 Progress Report & 14A Narrative IEP Progress Report Attachment
36. Services Plan

Source: CCPS exceptional education office, 2009.

A computerized IEP and student data system, Welligent, has been purchased and implemented to streamline and ensure compliance with special education requirements, particularly the required elements of the IEP. Teachers and administrators shared positive comments about the system, including the training and the ability to access student records easily.

**COMMENDATION 4-G:**

**The division has developed comprehensive manuals on special education procedural requirements and for the development of appropriate and compliant IEPs.**

## **FINDING**

The school division has developed specific criteria for special education and related services across the division that exceeds the state criteria requirements and may result in more consistent findings of eligibility.

The percentage of students with disabilities from minority groups exceeds the percentage in the total student population, and resulted in the requirement for the school division to use 15 percent of federal special education funding for early intervening services. The school division is also concerned that the current percentage of special education students, as of June 1, 2009, was 13.5 percent.

The school division has taken action by implementing a number of interventions using response to intervention (Rtl) procedures that are often used prior to referral of students for special education evaluations. These procedures use a school-based team to identify and monitor the use of research-based remediation strategies. For example, school teams focused on intervention strategies meet to identify strategies that may be helpful to certain students. In addition, the child study teams are more focused on identifying and documenting data-based interventions that have been used prior to referring students for special education evaluations. Specific criteria have been developed to not only coincide with state regulations to result in more consistent findings of eligibility for special education and related services across the division, but to exceed the state criteria requirements. Although there is no measure to determine the consistency of decisions, perception of specialists and school-based administrators indicate that they believe that the clearer guidance for use in making decisions has resulted in more consistent findings.

The percentage of students with disabilities has decreased over the past few years (14.6 percent in 2005, 14.2 percent in 2006, and 13.5 percent in 2007 as reported on June 1, 2009). Of note: neither the December 1, 2008 child count nor the December 1, 2009 child count had been verified and reported at the time of this report.

## **COMMENDATION 4-H:**

**The school division has established and implemented criteria for use in eligibility for special education and related services.**

## **FINDING**

The division has implemented a computer-based IEP program that triggers the generation of certain information and is designed to support compliance requirements as well as ease of development/revision. Training was provided by the developer and support has been provided as teachers worked to learn the program.

Each school division is required to submit special education student data to the state agency annually. It was reported that the data needed for submission to the state for the annual child count is required to be entered separately because the Welligent system cannot report this data. It was also reported that there is no crossover between the two programs.

If this is not corrected, not only is time used inefficiently to enter the data twice, but the likelihood for mistakes is increased. The additional time used to correct mistakes increases

the inefficiency of double entry. The system purchased should be designed to enable the division to capture the required data and submit electronically to the state.

**RECOMMENDATION 4-5:**

**Eliminate duplicate data entry by designing and implementing a cross-over between student data software used to report the annual child count to the state and Welligent software for special education IEP development and student information.**

The design of a cross-over program that allows data to be lifted from the Welligent system and reported to the state will result in easier and more efficient reports to the state as well as a decreased chance of inconsistencies and incorrect data being reported to the state.

**FISCAL IMPACT**

The amount of time that it will take to develop this system is unknown, but it is expected that information technology professionals within the school division can develop the needed cross-over. Once it is developed, the amount of time and the results of inaccurate reports will be saved.

**FINDING**

The office of exceptional education includes a number of administrators and support staff. Some positions are assigned responsibilities for specific program areas, and others have direct line authority over supervision of programs. A few are assigned mainly the responsibility for technical assistance related to specific programs or specific students. The administrative staff includes:

1. One director
2. One assistant director
  - a. One administrative assistant
  - b. One special education reading liaison
  - c. One special education liaison
3. Three elementary specialists
4. Six elementary liaisons
5. One early childhood special education liaison
6. Two FTE secretaries
7. Two secondary specialists
  - a. Four secondary liaisons
  - b. One lead transition coordinator
  - c. One autism teacher consultant
8. One procedural specialist
  - a. One procedural liaison
  - b. One senior program analyst
9. One special placement coordinator
  - a. One secretary

10. One parent/teacher resource center coordinator
  - a. One part-time parent information specialist
  - b. One secretary
11. One homebound instruction coordinator
  - a. One half-time secretary
12. One nurses and assistive technology specialist
13. One lead hearing impairment interpreter
14. One lead speech pathologist
15. One lead occupational/physical therapist
16. One assistive technology liaison
17. One lead vision teacher
18. One FTE related services secretary

As previously shown in the organizational chart in **Exhibit 4-19**, specialists and the assistant director report directly to the director, liaisons report directly to specialists, secretaries support a variety of shared specialists and liaisons, or lead related services positions. Only one specialist has line authority over site-based school administration, yet specialists have some responsibility for program implementation as well as regulatory compliance in their assigned schools and programs. Liaisons are aligned with specific specialists who provide technical assistance primarily for program implementation that schools have no obligation to follow. Lead positions have coordination and supervisory responsibility for their areas, which include program implementation and regulatory compliance.

Without direct line authority, special education specialists and liaisons provide training and technical assistance without the power or influence to require implementation. Although they bring a level of specialty and expertise to their roles, without a role in the supervision and evaluation of either the school-based administrators or teachers, their work is provided with little or no authority for accountability. This may result in training and technical assistance with no benefit to students. Technical assistance is also available through the state funded training and technical assistance center (T/TAC) at Virginia Commonwealth University; services provided by the liaisons may duplicate some services provided at no cost by the T/TAC.

If these positions are continued as they are, the division will continue to provide training and technical assistance with no accountability for implementation. In times of budget difficulties, the division cannot afford to provide a service without accountability.

The VDOE provides funding to universities around the state for the purpose of providing training and technical assistance for special education needs. Although they may not be able to meet all child specific requests, they have a library of research, materials, and videos that may be useful to site-based training needs. CCPS can make use of this resource, and other site-based training needs should be provided or arranged by the site-based special education coordinators who have the influence to hold the teachers accountable for implementation.

**RECOMMENDATION 4-6:**

**Eliminate the four middle and high school special education liaison positions and transfer responsibilities directly to the site-based special education coordinators.**



By eliminating the four middle and high school special education liaison positions, responsibilities for training and technical assistance can be transferred to the site-based special education coordinators who have authority to ensure that recommended practices are implemented. In addition, they can use the services of the T/TAC as appropriate. This will result in a cost savings as well as better accountability. Each liaison position costs the division on average of \$87,274 as shown in **Exhibit 4-38**.

**EXHIBIT 4-38  
COST PER LIAISON POSITION**

<b>POSITION</b>	<b>SALARY</b>	<b>BENEFITS</b>	<b>TOTAL</b>
Special Education Liaison Position	\$63,334	\$23,940	\$87,274

**FISCAL IMPACT**

Implementation of this recommendation could result in an annual savings of \$349,096, based on the current assignment of two liaisons each to middle and high schools. A salary of \$63,334 was included in the special education object summary budget with an additional 37.8 percent for benefits. This results in a savings per position of \$87,274 per position. Eliminating the four middle and high school liaison positions would result in a savings of \$349,096 per year, or \$1,745,480 over five years.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Eliminate Four Middle and High School Special Education Liaison Positions	\$349,096	\$349,096	\$349,096	\$349,096	\$349,096

**FINDING**

There is a lack of consistency in the way that special education services are managed and supervised between the elementary and secondary levels. Not all elementary schools have site-based special education coordinators, and interviews indicated that these are targeted for elimination for the next academic year.

As already indicated, the special education liaisons in the exceptional education office have little authority for ensuring that the training and technical assistance that they provide is followed or implemented. Interviews also indicated that the plan is for the elementary liaisons to pick up some of the responsibilities of site-based coordinators.

Due to the influence of site-based coordinators and the responsibility for leadership and management of the special education process, the elimination of these may lead to additional exposure for special education compliance issues. The expertise involved in the management and supervision of special education requires a high level of understanding of the process, legal requirements, and the ability to deal with problems and issues as they arise. The use of site-based coordinators at the middle and high schools was reported in interviews with building-level representatives to be successful. Without this same level of expertise at the elementary level, the school division will increase its exposure to issues

related to legal disputes since those principals and assistant principals do not have this level of expertise.

**RECOMMENDATION 4-7:**

**Reassign the six elementary special education liaisons to serve as site-based special education coordinators.**

The liaison positions can provide more direct and intensive direction and assistance on-site in the position of site-based coordinators with responsibility for managing the special education process at the elementary schools. Since elementary schools are smaller than middle or high schools, the elementary schools can be shared among the six positions.

**FISCAL IMPACT**

This would be a budget neutral action that would result in a change in location assignment and responsibilities.

**FINDING**

There is currently no supervision or line responsibility for psychologists and educational diagnosticians for responsibilities related to special education. Administration and supervision of psychologists and educational diagnosticians are currently included in the office of instructional support.

Although psychologists provide services related to Response to Intervention (RtI) and other general education counseling needs, a major responsibility of psychologists is the evaluation of students being considered for special education eligibility and for triennial evaluations of students who receive special education services. They also participate in eligibility and IEP meetings. The main responsibility of educational diagnosticians is for special education eligibility and to determine needs for students with disabilities.

Without the direct line supervision of psychologists and educational diagnosticians in the exceptional education office, the director of special education and other administrators in exceptional education who have supervision responsibilities for the eligibility process lack the ability to influence the practices being used in the eligibility process.

With a change in state eligibility requirements paired with the eligibility criteria adopted by the division, it is important that all professionals involved in the evaluation of students and in the determination of eligibility have direct line responsibilities to the office that administers and implements the regulations and criteria.

**RECOMMENDATION 4-8:**

**Transfer the psychologists, psychologist interns, and educational diagnosticians to the office of exceptional education.**

Working outside the structure of the office of exceptional education may provide barriers to information and communication and on-going professional development included and required for special education personnel. Working outside the parameters of special education direction also prohibits the line authority needed by the director of exceptional

education to ensure that requirements are implemented as needed for special education purposes. Moving these positions under the office of exceptional education will ensure that services required for the administration of special education are cohesive and supervised consistently with other special education professionals.

### **FISCAL IMPACT**

This would be a budget neutral action that would result in a change in office alignment and supervision.

### **FINDING**

The assignment of special education coordinators in the schools provides site-based administration of programs with professionals who have experience as special education teachers and who understand the regulations and the associated requirements.

Responsibilities of special education coordinators include:

1. Serving as the administrator at IEP and eligibility meetings.
2. Arranging for meetings, maintaining compliant timelines.
3. Addressing parent issues, providing technical assistance.
4. Ensuring that evaluations are conducted and completed in a timely manner.
5. Providing site-based professional development on regulations changes, effective practices, and other issues that arise in the school setting.

Special education coordinators meet regularly with central office administrators to discuss regulations, division initiatives, or other issues that are identified by the special education coordinators or central office special education administrators. These meetings are designed to ensure consistency in regulatory interpretations and implementation as well as provide opportunities to address questions that arise from specific situations.

The exposure for legal costs (included financial and human resources) associated with ineffective practices and noncompliance issues are minimized by having a professional with special education expertise assigned to schools.

### **COMMENDATION 4-I:**

**The school division assigns special education coordinators to schools to provide leadership and supervision.**

### **FINDING**

Currently, there is inconsistency in the manner that special education coordinators are assigned to schools. Although special education coordinators are assigned to each middle and high school, special education coordinators are assigned to some elementary schools without a specific formula for determining which schools are assigned special education

coordinators. Additionally, there is a plan to eliminate the special education coordinators at the elementary level in the next academic year.

The number of students with disabilities in middle and high schools ranges from less than 100 to 250 or more. The associated meetings and other responsibilities, therefore, in a school that only serves “high incidence” populations are far fewer than those in a school that is a “full service” school which has students with both “high incidence” disabilities along with students with more significant needs.. The practice of assigning special education coordinators to schools, regardless of the number and type of students, results in inconsistent responsibilities of special education coordinators and inefficient assignment of human resources.

The use of special education coordinators is a practice that limits the exposure to special education disputes and litigation due to the expertise and dedication that special education coordinators provide. The assignment to a school without regard to the discrepancies in responsibilities across schools results in inefficient and disparate responsibilities and supports in the schools due to the responsibilities associated with each student.

If this practice is not improved, some special education coordinators may be overburdened with responsibilities as evidenced by a disparate number of meetings and the added concerns that are often associated with students who have “lower incidence” disabilities such as autism and multiple disabilities.

#### **RECOMMENDATION 4-9:**

##### **Develop and implement a formula based on the number of special education students to assign special education coordinators to schools.**

By using a formula based on the number of special education students, special education coordinators assigned to schools will have more evenly distributed responsibilities and the formula used will enable the school to include adequate time for each of the responsibilities assigned.

#### **FISCAL IMPACT**

This is expected to be a budget neutral action with some of the coordinators who serve fewer students being assigned across two schools. This should lower the number of students assigned to those schools which are considered “full service schools” that serve all disability categories and have larger numbers of students.

#### **FINDING**

Currently, teachers and para-educators are assigned to schools based on the state caseload requirements. These requirements are maximum caseloads. While localities are required to adhere to the state standards, the current practice of assigning teachers and para-educators based on state case load maximums after IEP development provides an incentive to over identify student needs in the IEP. If this practice continues, the assignment of teachers and para-educators may continue to increase and result in the inefficient and disparate assignment of staff based on how each school crafts its IEPs for meeting student needs.

This has also resulted in a high number of special education students being assigned to specific general education classes. In fact, it was reported in interviews with both teachers and administrators that there are cases in which special education students exceed the number of general education students in the class. This disproportionate representation of special education students may not only affect the outcomes of special education students but also the general education students.

Alternately, assignments can be made with an understanding that schools need to develop services with the staff they are assigned. This will require assigning staff that allows the schools “room for growth” while also holding them accountable to provide data to support needs that may exceed its staff assignments. At the high school level, for example, it was reported that IEPs include special education services for entire blocks of time despite the students’ needs. A specific student may only need support for reading assignments in class. If only 20 percent of the time in class, on average, is spent reading, the student may only need to have specialized instruction in the IEP for 20 percent of the time rather than for the whole class.

Effective and efficient IEPs specify the specialized instruction needed along with a justification for the amount of time to be provided with specialized instruction.

**RECOMMENDATION 4-10:**

**Design and implement a formula for teacher and para-educator assignments that considers a mix of Level 1 and Level 2 students and assumes the majority will require services for less than 50 percent of the day.**

IEP teams that specify the service needed and for what specific need can decrease significantly the amount of special education to be provided to a student without compromising the services provided to the student. This will also allow students to be placed in more proportionate numbers in general education classes since the amount of time and specific supports may be able to be provided in alternative ways other than by having them placed in a class with both a general and special education teacher on a full-time basis.

**RECOMMENDATION 4-11:**

**Develop a system for requesting additional staff that is based on data related to specific student needs.**

By implementing both Recommendation 4-10 and 4-11, using data such as a summary of current IEP services, a summary of student needs, justification for services, and a review of IEPs by administration, the use of a data-based system to request and grant additional staff should result in fewer staff added during the school year.

**FISCAL IMPACT FOR RECOMMENDATIONS 4-10 AND 4-11**

It is impossible to determine the savings from such an approach, but accountability and data-driven requests and decisions should result in savings by not having to add additional staff during the school year and by more fairly assigning staff.

## **FINDING**

Currently, there is little flexibility in how the needs of students with disabilities are met in general education classes.

The use of collaborative teaching, in which both a general and special education teacher are assigned to a class, is used almost exclusively. It was reported in interviews that this can limit the classes in which students may be enrolled. It has also resulted in the disproportionate number of special education students assigned to each inclusive class.

Without more flexibility, this could result in the exposure of liability by not allowing students access to classes that may be appropriate. The literature has also indicated possible negative implications when a disproportionate number of students with disabilities, sometime exceeding the number of general education students, are assigned to general education classes. This may be due to the excessive needs in one class or may be a result of expectations of teachers. As previously shown in **Exhibit 4-28**, the division met the state target for the graduation rate of students with disabilities; 55.62 percent, however, is below that for general education students. In addition, the exhibit showed that the dropout rate for students with disabilities exceeded the state target and was reported at 3.71 percent. Although cause and effect cannot be established, the almost exclusive use of collaborative teaching without giving students more flexibility for inclusion may have a negative impact on both graduation and dropout rates.

The use of a variety of supports to meet the needs of students with disabilities in general education settings provides more flexibility for students to enroll and participate in the full school offerings and may result in better outcomes.

## **RECOMMENDATION 4-12:**

**Develop and implement alternatives to collaborative teaching (such as consulting teaching) to provide more effective inclusive services to students.**

Although collaborative teaching is an effective approach that is research-based, it is not required for the delivery of all special education in general education classrooms. For some students, a consultative approach through which the special education teacher designs the special education to be provided can be easily provided by the general education teacher. Using a continuum of inclusive approaches will result in appropriate services to students with disabilities without having a disproportionate number of students with disabilities assigned to a classroom and will provide the special education teacher more flexibility in meeting student needs.

## **FISCAL IMPACT**

This is expected to be a budget neutral action.

## **FINDING**

Currently, all communication regarding specific students is required to be communicated either by phone or by written hard copies that are transmitted manually. This is inefficient given the amount of time it takes to send things manually or to make the time to communicate by phone.

The use of e-mail is currently prohibited to communicate between and among professionals about specific students, requiring either phone calls or written hard copies that are sent manually. Meetings times and locations, requests for materials, requests for evaluations, requests for assistance, and other information that applies to specific students is prohibited from being communicated via e-mail. Although this is considered an action to avoid the costs of searching e-mails and any negative exposure from inappropriate e-mails through Freedom of Information Act (FOIA) requests, the inefficient communication that has resulted has had reported negative consequences including delayed actions and missed timelines. This prohibition impairs communication and requires that professionals phone or consult in person, an inefficient practice. In addition, this does not eliminate the possibility that the division will need to search e-mails upon the receipt of a FOIA request.

The continued prohibition of communication by e-mail may have negative consequences which may include missed timelines. In fact, as previously indicated in **Exhibit 4-34**, the division did not meet the eligibility timeline requirements. The inability to use e-mail to communicate information about students may further delay the process due to inefficient communication.

**RECOMMENDATION 4-13:**

**Develop and implement guidelines, including periodic checks, on the effective use of e-mail for communication related to specific students.**

By providing clear guidance and practice on the appropriate use of e-mail, professionals should be able to communicate appropriately and without negative exposure. With the added step of checks, adherence to guidelines will be improved by holding staff accountable to meeting the requirements. All communication in writing is open to FOIA requests. The effective use of written media, including e-mail, must acknowledge the ability of parents to request copies.

**FISCAL IMPACT**

This is expected to be a budget neutral action. It must be noted, however, that missed timelines and ineffective communication can result in frustrations to parents that may result in complaints to the state or other actions which may result in funding needs.

**FINDING**

There is a lack of consistency in the way that response to intervention and referrals for special education are processed in the schools.

Student intervention teams and child study teams are not used consistently throughout the county. Some schools use child study teams for all student referrals and some use child study teams only for formal special education referrals. Some schools use student intervention teams for response to intervention strategies and others use child study teams to document those interventions. It was reported that the use of student intervention teams does not require the team composition that the use of special education child study teams require which may sometimes result in a delay in the use of the child study team.

Inconsistent practices can expose the school division to liability in due process actions related to referral and eligibility procedures. In addition, if a school uses the child study team

only for referrals for a special education evaluation, it could be seen as a pre-determined outcome and a parent could make the case for inappropriate response due to the lack of team discussion and decision making.

The state special education regulations do not allow a division to require that students be provided response to intervention to delay a referral for special education. Guidelines that provide schools with clear direction on when it is appropriate to process referrals for special education while concurrently implementing response to intervention will assist schools as they implement response to intervention without being noncompliant with state special education regulations.

**RECOMMENDATION 4-14:**

**Develop and implement guidelines and direction for the use of student intervention teams and child study teams.**

By providing clear guidance on the response to intervention approaches, referrals for special education, and the regulatory requirements for team membership on a school based referral team, the school division can avoid unnecessary confusion and exposure by inconsistent practices.

**FISCAL IMPACT**

Savings may be realized by appropriate and consistent referrals for special education evaluations and the use of the school-based team for special education referrals. The delay of an evaluation due to interventions being implemented by student intervention teams may result in noncompliance with state special education regulations. Consequently, there may be costs associated with dispute resolution procedures.

**FINDING**

The division does not currently bill Medicaid for services that have been approved for reimbursement by schools in Virginia.

Medicaid is an approved revenue source for certain services to students with disabilities who qualify for Medicaid reimbursement. The following services are reimbursable if they are on the student's IEP: physical therapy, occupational therapy, speech-language pathology, skilled nursing services, personal care assistant services (special education aides, nursing aides), audiology services, medical evaluation services, and transportation. In addition, administrative claiming provides the school division with the opportunity to charge for some of the administration of services to students who are Medicaid eligible.

This is a revenue source that provided, in the last year, in excess of \$18 million per year across 94 Virginia school divisions. Not all school divisions that bill Medicaid generate reimbursements for all services. For example, some may only seek reimbursement for occupational, physical, and speech therapies. It, therefore, would be inappropriate to compute an average per division.

The Medicaid representative at the Virginia Department of Education was consulted but was not allowed to reveal what the cohort school divisions were reimbursed. It is expected, however, that the division is eligible to receive a considerable amount in reimbursements



through Medicaid. This is a revenue source that will continue to be untapped by the division until the procedures are implemented to tap into this revenue source.

**RECOMMENDATION 4-15:**

**Develop and implement a process for securing Medicaid reimbursement for eligible services.**

Although some service providers do not react favorably to Medicaid reimbursement due to the extra documentation and paperwork involved, some school divisions have provided additional incentives such as funding for conferences or additional materials or equipment. CCPS is a large school division with considerable revenue available, although specific revenue will be the result of the percentage of Medicaid eligible students, the number of parents who will provide consent to bill Medicaid on behalf of their children, and the services provided.

**FISCAL IMPACT**

Although the fiscal impact cannot be determined without specific information about students eligible and the services on their IEPs, some large school divisions have generated one million dollars or more in revenue.

## **5.0 FACILITIES USE AND MANAGEMENT**

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## **5.0 FACILITIES USE AND MANAGEMENT**

This chapter presents findings, commendations, and recommendations for facilities use and management for the Chesterfield County Public Schools (CCPS). The chapter includes the following major sections:

- 5.1 Organizational Structure
- 5.2 Facilities Planning and Construction
- 5.3 Maintenance
- 5.4 Operations and Custodial Services
- 5.5 Energy Management

### **CHAPTER SUMMARY**

The educational facilities of CCPS cover a broad scope, both geographically and chronologically. Among the 64 school buildings and one technical center operating in CCPS, the oldest school was built in 1928 and the newest school will open in 2010. The average age of school buildings is over 30 years; 35 years for elementary schools; 35 years for middle schools; and 31 years for high schools. The community has expanded rapidly over the past several decades and the school board has relied on 253 classroom trailers to cope with enrollment outpacing capital expansion. Capital planning is well coordinated with the county administration. The next round of new facilities planning currently awaits completion of the county's review of the comprehensive plan.

Planning and construction management are strong suits in CCPS's facilities management. Nevertheless, a more focused approach on Leadership in Energy and Environment Design (LEED) criteria should be incorporated in future school design to attain lower lifecycle costs for new schools. The facilities staff is making a conscious effort to reduce utility overhead costs and this effort should produce noteworthy savings if pursued in an organized manner. Technical resources to better manage energy consumption are available and can be more effectively used.

Among Virginia school divisions, CCPS ranks fourth in enrollment. Facilities are generally in good condition with heating, ventilation, and air conditioning (HVAC) systems in older schools presenting the most pressing capital maintenance need. Utilization of elementary schools and middle schools offers opportunities for improvement. Material differences exist between the lowest one-third tier and highest one-third tier in utilization rates. High schools currently experience the highest degree of overcrowding but attendance boundary adjustments appear to offer minimal relief.

Maintenance costs are somewhat higher than among peer school divisions, although custodial services costs approximate national median costs and average peer school division costs. The opportunity for improvement exists in the cost management area. The facilities services team can be characterized as productive and loyal. Better communication with school principals will further advance staff productivity and maintain school buildings in appropriate condition for supporting teaching in the classrooms.

The facilities department has created numerous commendable practices that meet or exceed either industry standards or acknowledged best practices. The following practices are commended in this chapter:

- CCPS is commended for developing accurate annual enrollment projections (**Commendation 5-A**).
- The division is commended for employing an effective capacity model and updating the rating of each school building each year (**Commendation 5-B**).
- CCPS is commended for developing and employing a highly efficient and reliable attendance area boundary management technique (**Commendation 5-C**).
- CCPS is commended for using prototype school designs for new construction (**Commendation 5-D**).
- CCPS is commended for effective management of construction projects as exemplified by controlling change orders on projects (**Commendation 5-E**).
- The division's implementation of digital technology to reduce waste in the deployment of staff resources is commendable (**Commendation 5-F**).

In addition to these areas of commendations, the department needs to address operational and management issues. MGT's recommendations include:

- Reduce the number of assistant directors reporting directly to the director of facilities (**Recommendation 5-1**).
- Revise job descriptions for all assistant directors of facilities services positions in conjunction with realignment of facilities department staff (**Recommendation 5-2**).
- Implement a comprehensive long-range facilities master plan (**Recommendation 5-3**).
- Adjust attendance area boundaries for elementary schools and middle schools to reduce the variations in utilization rates (**Recommendation 5-4**).
- Include LEED certification as a contract requirement when procuring architectural and engineering services for the next round of new school construction (**Recommendation 5-5**).
- Review maintenance costs and target a reduction of 10 percent (**Recommendation 5-6**).
- Charge the costs of repair parts for kitchen equipment to the food services department's operating budget (**Recommendation 5-7**).
- Formalize, document, and compile those standard procedures which enable efficiency and accountability in delivering facilities support services in CCPS (**Recommendation 5-8**).

- Conduct and track reports of an anonymous Web-based comprehensive survey of all principals and other administrators, during the summer break, on their satisfaction with facilities services (**Recommendation 5-9**).
- Complete implementation of SchoolDude's facilities scheduling program prior to September 1, 2010, with training completed by August 27, 2010 (**Recommendation 5-10**).
- Maintain current funding and staffing levels for custodial services (**Recommendation 5-11**).
- Implement a 10-year energy management improvement plan (**Recommendation 5-12**).
- Implement a schedule of monthly meetings between the facilities director and the county's energy manager to discuss energy management issues and energy management projects planning (**Recommendation 5-13**).
- Determine the energy efficiency ranking of the elementary school, the middle school, and the high school identified by CCPS facilities staff as the most energy efficient by using the assessment protocol at [www.energystar.gov](http://www.energystar.gov) (**Recommendation 5-14**).
- Implement an energy conservation education program for administrators, teachers, and all support staff that is incorporated in the normal daily routine (**Recommendation 5-15**).

### **5.1 Organizational Structure**

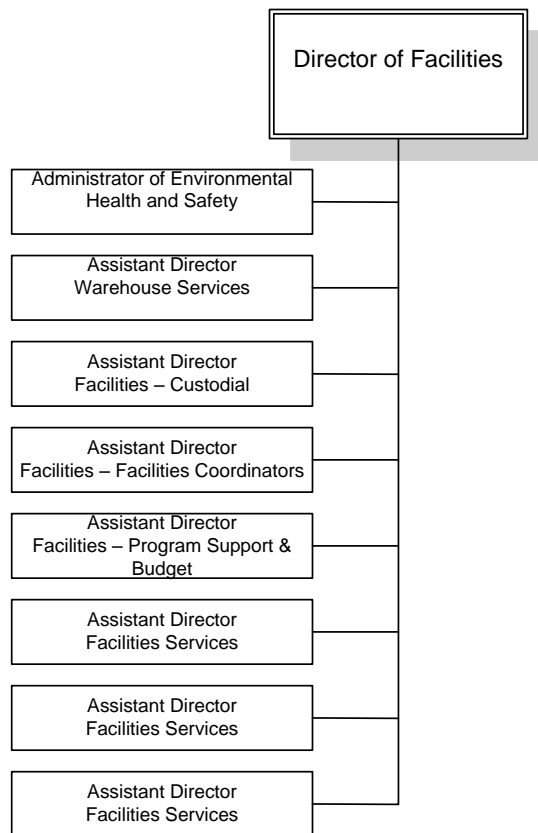
Managing the effort to maintain the physical assets of a school division grows more challenging as the size of student enrollment and the geographic spread of the division expand. Where a community experiences rapid residential development, the demands for new school facilities often introduces a separate management team for construction projects. Regardless of the choice of structure selected for managing construction and facilities maintenance, fundamental requirements for the management structure do not vary. The planning and execution of facilities maintenance must produce optimum results for the tax dollars expended. The structure for managing facilities maintenance should readily lend itself both to identifying service efforts required and assessing achievements realized by those efforts.

### **FINDING**

The director of facilities reports to the assistant superintendent for human relations and facilities. Eight subordinates report directly to the director of facilities as shown in **Exhibit 5-1**. This reporting structure is top heavy with assistant directors substantially exceeding the number of subordinates reporting to the director among CCPS's peer group, as shown in **Exhibit 5-2**. The director of facilities in Prince William County School division has six direct reporting subordinates but the scope of his responsibilities surpasses that of the CCPS director. For example, in Prince William County, the director of facilities oversees planning

and construction while those functions in CCPS are managed by two directors who report to the assistant superintendent of business and finance. In Henrico County, five capital project managers in addition to one assistant director report to the director for construction and maintenance. Virginia Beach School division uses a separate director for custodial services. On a comparative basis CCPS' organization offers opportunities for consolidating duties now spread among six assistant directors of facilities services positions. However, the division staff indicate that a plan from 2002 indicates seven assistants.

**EXHIBIT 5-1  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CURRENT ORGANIZATIONAL CHART  
FACILITIES DEPARTMENT**



Source: CCPS Facilities Department 2009.

**EXHIBIT 5-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND  
PEER GROUP SUBORDINATES REPORTING DIRECTLY TO  
FACILITIES DIRECTOR**

SCHOOL DIVISION	CHESTERFIELD COUNTY	CHESAPEAKE CITY	HENRICO COUNTY	PRINCE WILLIAM COUNTY	VIRGINIA BEACH CITY
Direct Reports	8	1	1	6	3

Source: CCPS 2009 and MGT of America, Inc., 2009.

**Exhibit 5-3** shows the job description for three assistant directors of facilities services positions which lacks specificity. The generic terms and lack of technical grounding regarding the three positions neither facilitates objective assessment of an incumbent's performance nor supports planning for professional development to achieve desired levels of expertise, relevant professional skills, and managerial competence. The current job description lacks demands and does not assist in the assessment of candidates for openings at the assistant director level.

**EXHIBIT 5-3  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ASSISTANT DIRECTOR FACILITIES SERVICES  
JOB DESCRIPTION EXTRACT**

<b>Job Title:</b> Assistant Director Facilities Services
<b>Position Number:</b> 44900, 56220, 24950
<p><b><u>General Description:</u></b>                  Directs and coordinates daily operations of Facilities to obtain optimum efficiency and economy of operations. Interprets policy on own initiative and develops and implements policies and goals that impact daily repair and maintenance operation of school facilities. Review expenditures to maximize efficiency and identify areas in which adjustments can be made. Works independently and coordinates with internal and external staffs as necessary. Meets with building administrators on a regular basis to explain maintenance programs and policies. Actions and decisions made may impact the entire school system and requires extensive judgment on major decisions.</p> <p><b><u>Essential Job Functions:</u></b>  <i>(The job description lists 15 items without differentiating among the three specified position numbers listed in the job description heading).</i></p>

Source: CCPS position description for assistant director facilities services, May 2007.

The organization of the custodial, operations support, and facilities coordinators sections under three other assistant director job descriptions is logical but narrow in scope for the assistant director layer of management. These three functional areas should be included in an effort to realign and consolidate maintenance staff to accommodate fewer assistant directors. Revising the common job description for the three assistant directors of facilities services positions would be included in an effort to realign and consolidate the management structure for the facilities department.

Two other direct reporting assistants, assistant director for warehouse services and administrator for environmental health and safety could be re-located in other departments of CCPS without degrading facilities maintenance effectiveness. These functions are not organic to maintenance activities. Assigning the environmental health and safety section to another administrator outside the facilities department could enhance internal checks and balances related to safety and security in CCPS's management system.

One feasible arrangement would have the administrator of environmental health and safety report to the same administrator as the security manager. Additionally, the asbestos specialist, now reporting to an assistant director would be a logical addition to the environmental health and safety team. Environmental health and safety and security are complimentary in supporting the well-being and safety of students and staff throughout

CCPS. One director managing efforts in security and safety might better achieve synergies of effort and improved outcomes than having separate directors tasked with coordinating the security and safety efforts. The security manager currently operates under the assistant superintendent for instructional administration supervision division rather than the facilities department. Under a separate recommendation in **Chapter 1.0**, the security manager would report to the director of secondary schools. Placing the administrator for environmental health and safety under the same director is feasible.

**RECOMMENDATION 5-1:**

**Reduce the number of assistant directors reporting directly to the director of facilities.**

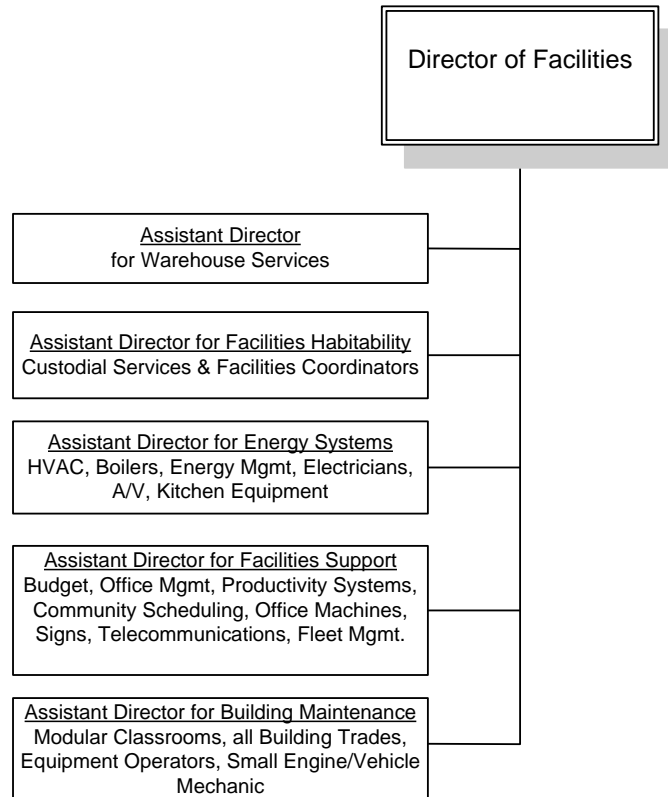
This recommendation should be implemented by realigning the facilities staff, by reducing the number of assistant directors to four for facilities, and by reassigning the administrator for environmental health and safety to another director. The eight subordinates currently reporting directly to the director exceed the standard among peer school divisions. Although some operational environments can justify exceeding peer school divisions' numbers, conditions in CCPS do not present an exceptional case. Continuing the routine input from eight direct reporting subordinates could reduce the director's focus on improving operational efficiency, effectiveness, and managerial competence.

The asbestos specialist should be reassigned to the administrator of environmental health and safety. The issuance of new employee photo identification badges should be shifted to the personnel office. This recommended practice will also reduce the time human resources staff spends coordinating effort to ensure appropriate ID badges are issued.

Realignment of the facilities services staff under four assistant directors should be based on grouping similar functions under one assistant director. This arrangement is shown in **Exhibit 5-4**. The reconfigured assignments include an assistant director focused on habitability of buildings, an assistant director focused on energy systems, an assistant director focused on supporting all aspects of the facilities operation, and an assistant director focused on building maintenance.



**EXHIBIT 5-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROPOSED ORGANIZATION CHART  
FACILITIES DEPARTMENT**



Source: Created by MGT of America, Inc., 2009.

The assistant director for habitability should coordinate all activity devoted to making buildings clean and presentable for occupants. Custodians and facility coordinators are involved in this effort. However, they currently report to separate assistant directors. Having one assistant director manage the overall habitability effort should generate synergies leading to greater accomplishments for the effort made in each school and office.

The assistant director for energy systems should coordinate efforts directly involved in optimizing performance of energy consuming systems – HVAC, boilers, kitchen equipment, etc. The Apogee energy management system obviously falls into this grouping as do HVAC technicians, electricians, and boiler technicians. The kitchen equipment team spends its day maintaining electrical and refrigeration equipment that happens to be located in school kitchens and specified classrooms in secondary schools. Having one assistant director overseeing HVAC technicians, electricians, and kitchen equipment technicians should facilitate cross training of the various trades resulting in greater flexibility and efficiency in maintaining equipment. A/V equipment includes various building systems (e.g., PA systems) that are relevant to the electrical trade. Again the opportunity for cross training and flexibility should be realized.

The assistant director for facilities support should oversee all back office activities that enable other facilities teams to execute their assignments in an efficient and effective

manner. This assistant should administer the facilities operating budget per the director's guidance. Management software systems should be grouped under this assistant director to enable a comprehensive approach to maximizing the effectiveness of the software. A single assistant director conversant not only with the IFAS system but also with capabilities of facilities management software in place will be better able to recommend to the director future upgrades which will benefit the department. One such upgrade would be shifting to SchoolDude's maintenance management system from the homegrown work order system now in place. A single assistant director should also advance the efficiency of office routines, spreading best practices among the various office staffs in the facilities department. Fleet management under this assistant director is appropriate because the function is essentially coordinating vehicle maintenance performed by the county garage and reviewing service billings and records provided by the county's garage.

The assistant director for building maintenance should focus on efforts made to maintain the structural envelope, interior features, and related exterior systems for each school, trailer, and office building. Essentially, the assistant director for building maintenance should supervise all maintenance activity that does not involve electricity or refrigerant. The labor pool identified as utility mechanics should be managed by this assistant director because they most readily support the maintenance effort assigned to this functional grouping of trades. The vehicle mechanic should report to this assistant director also.

**FISCAL IMPACT**

The fiscal impact of implementing this recommendation is shown below. The fiscal impact also includes approximately 10 hours of the director's time and 10 hours of assistants selected to assist the director in planning the realignment. The fiscal impact is based on the assistant director of facilities services salary of \$64,016 plus benefits of \$24,198 (.378 x \$64,016) for a total salary of \$ 88,214; eliminating two positions would save \$176,428 per year (2 x \$88,214 = \$176,428) with a five-year savings of \$882,140.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Eliminate Two Assistant Director Positions	\$176,428	\$176,428	\$176,428	\$176,428	\$176,428

**RECOMMENDATION 5-2:**

**Revise job descriptions for all assistant directors of facilities services positions in conjunction with the realignment of facilities department staff.**

The revised general descriptions and lists of essential functions should accurately reflect the specific duties and technical grounding appropriate to the position as discussed above under **Recommendation 5-1**. This description should include particular functional areas assigned to a specified assistant director and should also include technical qualifications and competence in software applications relevant to the assigned duties. Specific areas of technical knowledge set forth in the job description will assist the director both in establishing performance metrics for managers and in developing meaningful professional development plans to achieve the desired levels of technical and managerial competence.

## **FISCAL IMPACT**

Staff involved in preparing the revised job descriptions will include the director, assistant directors, clerical support staff, and Human Resources staff. Total staff time should not exceed four hours per job description for preparation, submission to Human Relations for review, and posting upon approval.

### **5.2 Facilities Planning and Construction**

#### **5.2.1 Planning**

Facilities planning activities encompass both long term projections of trends across the county affecting the number of classrooms needed at some future date as well as the probable locations and the specific aspects of a new construction project intended to meet materialized needs. Enrollment forecasts based on demographic models, shifting county population patterns, and optimal use of available building capacity by attendance area boundary adjustments are essential to sound planning. Coordination with county planners regarding comprehensive plans for future development and prospective school sites in harmony with the county's public facilities plan are additional prerequisites to successful planning for future facility needs. Also inherent in effective long-term facilities planning is maintaining existing facilities in sound condition over the long-term with reliable forecasts of capital maintenance needs. Currently, the director of construction reports to the assistant superintendent of business and finance. The director of facilities reports to the assistant superintendent for human resources and facilities. Having these two directors reporting to the same assistant superintendent would enhance coordination of planning of new facilities and renovation of existing schools. A recommendation to implement changing the reporting arrangement for these two directors appears in an earlier section of this report.

## **FINDING**

The division lacks a comprehensive facility master plan. Rather, CCPS has engaged in episodic and rather substantial efforts to quantify information related to three primary planning factors: overcrowding, special program needs, and the age and condition of facilities. After a school-by-school review in the winter of 2003 and the spring of 2004, CCPS prepared the FY 2005 – FY 2010 capital improvement plan which presented substantial capital needs. The list included two new elementary schools, two middle high schools, and a replacement high school as well as renovations and additions at 13 existing schools. The school board submitted this needs assessment to voters in a bond referendum, which was favorably decided in November 2004.

Three years later, the new director of facilities conducted a critical needs assessment in all school buildings and compiled an inventory of previously unscheduled capital maintenance. The results of that effort are shown in **Exhibit 5-5**.

**EXHIBIT 5-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
UNFUNDED MAINTENANCE NEEDS  
2007**

As part of the critical capital needs review process, maintenance staff completed a school-by-school review of the schools' unfunded maintenance needs. The review revealed that 53 of the 61 school facilities inspected have major maintenance needs. Of those needs where a cost has been quoted or estimated, the total is \$60,011,440.

□ Elementary school facilities have the second highest amount of maintenance needs for a total cost of \$14,904,280. Of the 36 elementary school facilities inspected, 12 have over one million dollars worth of maintenance needs.

□ Middle school facilities have the highest amount of maintenance needs for a total cost of \$33,420,976. Of the 13 middle school facilities inspected, eight have over one million dollars worth of maintenance needs. The majority of these needs are associated with the heating, air conditioning, and ventilation systems (HVAC), totaling \$32.3 million.

□ High school facilities have the third highest amount of maintenance needs for a total cost of \$11,686,184. Of the 12 high school and technical facilities inspected, 3 have over one million dollars worth of maintenance needs.

Source: Chesterfield County Public Schools Growth Task Force Report, p. 33, 2008.

In 2008, CCPS made substantial efforts to involve the community in assessing future facilities needs. The growth task force concluded its work by submitting a report to the school board in October 2008. The task force worked for eight months and engaged a broad spectrum of the Chesterfield County community. The task force received and reflected on information provided by knowledgeable members of the county administration and school division staff. In addition, the task force received presentations from a number of national best practice speakers and Virginia school division officials with particular expertise in areas of interest to the task force.

Although impressive, these sequential efforts of data collection and presentation lack a unifying planning protocol to update and carry forward all relevant field data once compiled. A long-range facilities master plan offers the needed structure. Such a plan incorporates specific planning factors:

- Long-range enrollment forecasts.
- A complete inventory of school and support buildings and associated geographic sites.
- Attendance areas whose boundaries are current.
- The material condition of each school building and identified maintenance needs.
- Educational suitability needs.

- Classroom capacity and utilization status and projections.
- Citizen and parent participation of sufficient scope to be representative of the community at large.

A number of the master plan components can be found in the division's capital improvement plan (CIP) document<sup>1</sup>. This document presents the financial summary and schedule of capital projects. The plan also shows CCPS enrollment history for the past quarter century, as well as each school building's functional capacity, enrollment as of September 30, building utilization percentage, and the number of classroom trailers on campus. In the final analysis the annual CIP document should be the end product of a viable long-range (10-year) facilities master plan that is updated annually. This systematic approach will eliminate the need for special task forces and field surveys every four or five years.

Preparing a long-range facilities master plan must be straightforward given the current CIP format and the data contained in the 2008 Growth Task Force Report. Some data requires updating for the budget cycle leading to the FY 2012 – 2017 Capital Improvement Plan. Failing to use the long-range facilities master plan as the corner stone for preparing each year's CIP will generate recurring demands for special task forces and ad hoc studies to assess trends and define capital needs.

### **RECOMMENDATION 5-3:**

#### **Implement a comprehensive long-range facilities master plan.**

By implementing this recommendation the division should have a planning tool that coordinates under one cover the myriad activities involved in preparing an assessment of existing and future capital needs for a ten year projection. This document should be comprehensive and candid to facilitate prioritizing facility needs and to avoid surprises such as announcing that a number of schools need \$33 million in HVAC repairs in the next several years. The approach should gain credibility in the community and acceptance in the capital planning process.

The long-range facilities master plan should be a transparent and ready reference not only for all components of the CCPS organization but also for the county administration and the community at large. Tracking of capital maintenance needs in existing school buildings and other facilities should be incorporated in the staff work required to prepare the annual edition of the facilities master plan. This practice should help to ensure staff completes this important assessment annually. The facilities master plan preparation process should eliminate any need for an "indispensable employee" whose corporate memory underlies a less formal method to track capital maintenance needs.

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources in the division. It will require approximately 80 hours of staff time to compile the initial edition of the long-range facilities master plan since many elements of the facilities master plan already are in place in CCPS.

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<sup>1</sup> [http://chesterfield.k12.va.us/CCPS/About\\_CCPS/files/CIP/Capital%20Improvement%20Plan %20FY2010-%20FY2015.pdf](http://chesterfield.k12.va.us/CCPS/About_CCPS/files/CIP/Capital%20Improvement%20Plan%20FY2010-%20FY2015.pdf)

**FINDING**

CCPS employs a comprehensive and highly accurate methodology to forecast student enrollment by grade level and in the aggregate. The projections have consistently fallen within one percent of actual enrollment reported on September 30 of a given school year. **Exhibit 5- 6** shows consolidated projections by school level. Enrollment projections directly affect capital planning and staffing decisions in a school division. The degree of accuracy of the enrollment projections materially assists division leadership in these important decision making processes. In the context of county-wide planning, Chesterfield County planners undertake general population forecasts and rely on the student population projections prepared by CCPS's director of planning.

**EXHIBIT 5-6  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
HISTORY OF ENROLLMENT PROJECTIONS  
2002 TO 2009**

SCHOOL	E.S.			M.S.			H.S.			
	TOTAL	Diff.	% Proj.	TOTAL	Diff.	% Proj.	TOTAL	Diff.	% Proj.	
FY10	Actual	26221	-88	100%	13665	65	100%	18687	218	101%
	Proj.	26309			13600			18469		
FY09	Actual	26096	-549	98%	13581	-132	99%	18542	-140	99%
	Proj.	26645			13713			18682		
FY08	Actual	25953	-341	99%	13656	-132	99%	18453	-125	99%
	Proj.	26294			13788			18578		
FY07	Actual	25651	251	101%	13657	-229	98%	18278	-93	99%
	Proj.	25400			13886			18371		
FY06	Actual	25021	33	100%	13694	10	100%	17699	129	101%
	Proj.	24988			13684			17570		
FY05	Actual	24570	-2	100%	13643	-76	99%	17130	-190	99%
	Proj.	24572			13719			17320		
FY04	Actual	24270	147	101%	13517	28	100%	16681	-5	100%
	Proj.	24123			13489			16686		
FY03	Actual	23902	186	101%	13384	174	101%	15912	83	101%
	Proj.	23716			13210			15829		

Source: CCPS planning department, November 2009.

**COMMENDATION 5-A:**

**CCPS is commended for consistently developing accurate annual enrollment projections.**

**FINDING**

CCPS employs an effective method for tracking utilization of each school building. The key ingredient of the method is reviewing and updating the student capacity model of each school building annually. The model is termed "functional capacity" and the assigned value for each school reflects the actual usable capacity for the building. Functional capacity is defined as building capacity minus capacity for itinerant programs such as English for

speakers of other languages, special education, Head Start, and Title I. In addition, space assigned to art, music, physical education, reading, lab rooms, trailers, and early childhood education are not counted when determining functional capacity of a building. The director of planning meets annually with each school principal to review, with the aid of the school building's floor plan, how assigned programs are deployed in the building. Based on this review, the director of planning updates the functional capacity of the building and provides this data for use in preparing the CIP and other planning tools.

**COMMENDATION 5-B:**

**The division is commended for employing an effective capacity model and updating the rating of each school building each year.**

**FINDING**

The facilities utilization rates for the current school year raise questions regarding distribution of student population at the elementary and middle school levels, as shown in **Exhibit 5-7**. Enrollment patterns at the elementary school and middle school levels suggest that adjustments to attendance boundaries could better balance enrollment among elementary schools and middle schools. Five elementary schools delivering the regular program of studies have utilization rates of 79 percent or lower, the lowest being Reams Road Elementary School with a utilization rate of 62 percent. The three lowest utilization rates for middle schools are 63 percent, 65 percent, and 76 percent. Chesterfield Community High School has a utilization rate of 66 percent but this school hosts special programs not offered in other high schools. A new high school opens in 2010 that replaces an old school and adds little capacity for the high school program. Boundary line adjustments appear to offer little relief at the high school level.

**EXHIBIT 5-7  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SCHOOL UTILIZATION BASED ON FUNCTIONAL CAPACITY  
SCHOOL YEAR 2009–10**

FACTOR	ELEMENTARY	MIDDLE	HIGH
Number of Schools	38	13	11
Total Functional Capacity	28,370	15,506	18,081
Membership September 2009	26,221	13,665	18,687
Average Utilization	92%	89%	104%
Median Utilization	91%	86%	97%
Open Seats in Bottom Third Utilization Tier	2,068	1,344	809
Excess Membership in Top Third Utilization Tier	755	223	1,522

Source: CCPS facilities department, November 2009.

**RECOMMENDATION 5-4:**

**Adjust attendance area boundaries for elementary schools and middle schools to reduce the variations in utilization rates.**

Realigning attendance boundaries is never popular but the imbalance among the bottom third and top third utilization rates at the elementary school and middle school levels points

to an opportunity to reduce incremental overhead costs such as custodial staffing, trailers, and energy costs per student while reducing overcrowding in certain schools. The financial challenge facing all school divisions in Virginia for FY2011 provides an additional rationale for balancing enrollment figures among operating schools.

### **FISCAL IMPACT**

Preparing proposals for attendance area boundary changes can be accomplished with current staff. The techniques CCPS employs for this activity are discussed in the subsequent finding. Given CCPS's level of sophistication in boundary line adjustments, each area adjustment should require approximately three hours of staff time. Total staff time will be a function of the number of schools addressed and the number of public hearings undertaken in the effort.

### **FINDING**

The division relies on a highly efficient and reliable method to compile the number of students affected by any particular change in attendance area boundaries, whether it involves boundaries for new schools or modifying boundaries for operating schools. The method is based on the county's geographic information system (GIS). Each year the director of planning uses the enrollment report of September 30 to enter each student's residence address in the GIS system. Hence, each student's home address becomes geographic coordinates in the system. The end result is a plot of every student's residence on the county's GIS map. This data base enables the director of planning to use the GIS system to provide precise student enrollment effects associated with any specified change in a school's attendance boundary. This capability affords decision makers unlimited options when considering either where to draw new school attendance boundaries or how to modify existing boundaries to deal with shifting enrollment patterns. In the last five years, this system has facilitated school board decisions on boundaries for five new school attendance areas and for another 13 modifications to existing attendance area boundaries.

### **COMMENDATION 5-C:**

**CCPS is commended for developing and employing a highly efficient and reliable attendance area boundary management technique.**

#### **5.2.2 Construction**

The Virginia Public Procurement Act (VPPA) governs school construction in Virginia. The Private – Public Educational Facilities Partnership Act (PPEA) offers an alternative to the VPPA's traditional approach - hiring an architect to design the structure and then awarding the project to the lowest responsive and responsible bidder. The PPEA offers a faster schedule for a particular project by following a design-build approach. In either case, the school division's construction project management team faces the same challenges and responsibilities: ensuring instructional needs are incorporated in an efficient building design that can be constructed within limits of the project budget and ensuring the building is constructed per the plans. As environmental concerns become more pressing, the project team must become more attuned to life cycle costs and sustainability aspects of the building design.



**FINDING**

Design of new school buildings has not incorporated LEED certification parameters, although CCPS leadership recognizes the merits of incorporating LEED concepts in new school design as indicated by **Exhibit 5-8**. In September 2008, the superintendent reported to the school board the results of a review by LEED certified professionals of the design used for the four most recently constructed elementary schools. The design earned approximately two-thirds of the score needed to be LEED certified. Data from the superintendent's report are presented in **Exhibit 5-9**. A review of the new high school's design produced tentative results that staff did not pursue.

**EXHIBIT 5-8  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROPOSED NEW POLICY FILE NUMBER 7240  
LONG-RANGE EDUCATIONAL FACILITIES PLANNING  
EXCERPT**

The school board desires to anticipate and appropriately prepare for population growth and fluctuations in student enrollment by preserving neighborhoods and maximizing long-term cost benefit. Where feasible, the school board will plan for new schools and renovations based on community-oriented principles, such as: plan additions and renovations with neighboring community in mind; strive to locate new facilities within new or established neighborhoods; capitalize on existing facilities and infrastructure; ... and consider the impact of public and private sector energy consumption when making school location and districting decisions.

A. Purpose

The school board desires to promote public understanding of the Capital Improvement Plan and the process by which decisions are made. Policy objectives include:

8. Use innovative, sustainable designs and construction principles to maximize existing land and space in anticipation for future land use/growth patterns; and utilize best construction design that encourages best practices in energy consumption.

Source: CCPS November 2009.

**EXHIBIT 5-9  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
LEED CERTIFICATION POINTS  
RECENTLY CONSTRUCTED ELEMENTARY SCHOOLS  
2008**

LEED CERTIFICATION CATEGORY	POINTS NEEDED	E.S. DESIGN POINTS	PERCENT ATTAINMENT
Certified	29 - 36	20	69%

Source: CCPS Superintendent's report of September 23, 2008.

To realize the goal of building a LEED certified school, LEED criteria must be organic to the design process for a new building. The architects and engineers designing the project must have that mandate in mind before starting work. Otherwise important factors specified in the LEED certification check list can be difficult to realize in a cost effective manner after the construction bid package is prepared. Also, to enhance the focus on energy efficiency aspects of new construction and renovation projects the director of facilities and the county's energy manager should participate in the design review process.

**RECOMMENDATION 5-5:**

**Include LEED certification as a contract requirement when procuring architectural and engineering services for the next round of new school construction.**

The architects and engineers retained for the next round of new school building design work should be informed at the outset of the school board's expectations regarding LEED's certification for the new design. Using the LEED certification check list from the start will ensure relevant issues addressed appropriately in the new building's design if LEED certification is specified as one of the school board's goals. The LEED certification check list will also focus the design process on incorporating energy efficiency and conservation that otherwise might escape notice in achieving an aesthetically pleasing building design.

Hampton City School division's design and construction of two new Pre-K–8 buildings, which will open in 2010, provides a best practice example of designing and constructing buildings meeting LEED certification standards. The two schools were designed and are being constructed with the goal of achieving the highest category of LEED certification – Platinum. The certification process will not be completed until next year.

**FISCAL IMPACT**

The financial impact of designing a school building to receive LEED certification is dependent on various factors inherent in the building design process. A nominal planning factor for increased costs involved in achieving LEED certification is a two percent to three percent increase in overall construction costs. The return on investment for this added cost depends on the specifics of the design and cannot be determined in this report.

**FINDING**

In the past five years, CCPS has relied on prototype designs to build two new elementary school and two new middle schools. The two elementary schools relied on the design used for earlier elementary schools while the two middle schools relied on a new design. As indicated in **Exhibit 5-10**, this practice has reduced the costs of architectural and engineering (A&E) services for new schools in CCPS.

**EXHIBIT 5-10  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ARCHITECTURAL AND ENGINEERING DESIGN FEES  
NEW CONSTRUCTION ELEMENTARY AND MIDDLE SCHOOLS**

SCHOOL	CONSTRUCTION BID	A&E FEE	PERCENT
Winterpock ES	\$14,980,000	\$450,188	3.00%
Elizabeth Scott ES	\$15,360,000	\$500,688	3.26%
Elizabeth Davis MS	\$27,990,000	\$1,271,000	4.54%
Tomahawk Creek MS	\$28,600,000	\$442,400	1.55%

Source: CCPS construction department, November 2009.

**COMMENDATION 5-D:**

**CCPS is commended for using prototype school designs for new construction.**

**FINDING**

In the past five years, the division has completed 11 major school construction projects; five new schools and six major school renovations. One high school completed in 2006 was a public-private partnership project. **Exhibit 5-11** summarizes relevant data for these projects. The Council of Educational Facilities Planners International (CEFPI) recommends that a reasonable change order budget is three to four percent of the construction budget. Renovation projects will typically have somewhat higher rates (six to eight percent) because unanticipated conditions requiring additional work can exist within the structure. CCPS's construction management team met these industry standards with the exception of the two elementary school additions completed in 2009. In these two cases, updates (issued after construction had begun) to the Siemens building energy management system, used throughout the school division, required the division to issue change orders to ensure the schools were compatible upon completion of construction. These change orders cost \$91,243 and \$94,783 respectively. Lacking these costs, the change orders for the two elementary school additions would have complied with industry standards, at 7.3 percent and 5.2 percent of project costs respectively.

**EXHIBIT 5-11  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
MAJOR CONSTRUCTION PROJECTS  
2005-09**

SCHOOL	YEAR	BID PRICE (\$)	CHANGE ORDERS (\$)	CHANGE ORDER %
Manchester HS Spec. Center	2005	2,668,000	(39,715)	-1.4
Greenfield ES addition	2006	5,142,000	54,882	1
Cosby HS	2006	51,468,052	216,822	0.4
Winterpock ES	2008	14,980,000	204,141	1
Elizabeth Scott ES	2008	15,360,000	324,781	2
Elizabeth Davis MS	2008	27,990,000	235,183	0.8
Tomahawk Creek MS	2008	28,600,000	291,331	1
Ecoff ES addition	2008	2,219,000	(159,266)	-7
Bird HS addition	2008	4,237,000	244,542	5
Bon Air ES addition	2009	2,472,000	293,812	11
Falling Creek ES addition	2009	3,545,000	295,827	8

Source: CCPS construction department, 2009.

**COMMENDATION 5-E:**

**CCPS is commended for effective management of construction projects as exemplified by controlling change orders on projects.**

**5.3 Maintenance**

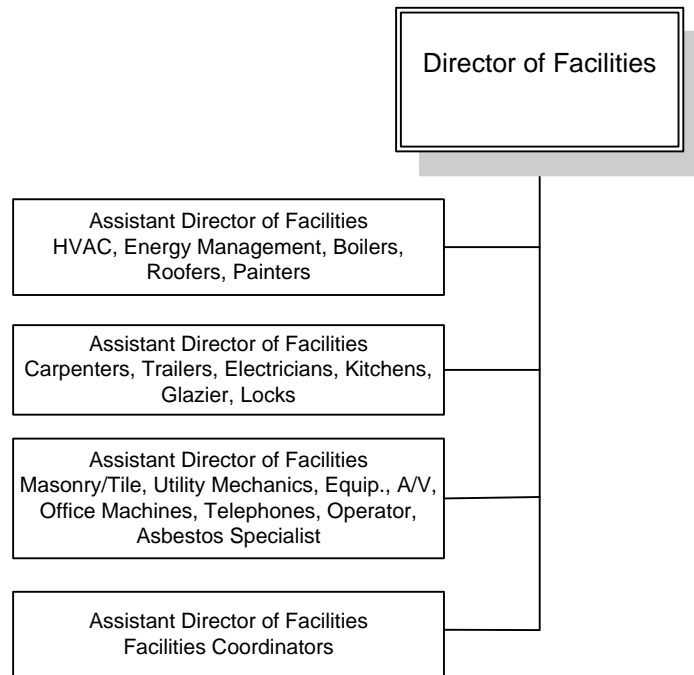
Maintaining both a school building’s envelope, from the roof membrane to the foundation, and the service systems within, electrical, HVAC, plumbing, doors, windows, and installed equipment, is a perpetual task. An effective maintenance effort provides a wholesome, safe, and welcoming environment in which the core function of the school division, achieving student learning, can proceed with minimal distractions. Achieving best results for tax dollars spent requires competent staff and efficient management.

**FINDING**

The current facilities department staff account for 172 full-time equivalents (FTEs) comprising trades/craft, utility mechanics, trades assistants, and facility coordinators. These workers rely on 13 administrative and support staff in offices. The facilities director has one secretary. FTEs involved in facilities maintenance total 187. This number represents a net reduction in staffing of 11.4 percent from last year. Building trades work a day shift, are organized by geographic zones and are centrally dispatched with work orders from the facilities office located in close proximity to both the CCPS central office and the Chesterfield County government complex. The majority of the 64 school buildings are located to the north and west of the facilities office. Facility coordinators for secondary schools are school based, one per school. Five elementary schools have similar assignments. The balance of elementary schools have facility coordinators only half time during the work week. The facilities coordinator duties include performing minor

maintenance work on building systems, thereby eliminating the need for building trades to come to the schools for minor tasks. A 10 percent school sampling of asbestos management plans and hazard communication plans (Material Safety Data Sheet documentation) revealed no serious deficiencies. The organization of building trades and facilities coordinators is shown in **Exhibit 5-12**.

**EXHIBIT 5-12  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
BUILDING MAINTENANCE ORGANIZATION  
2009-10**



Source: CCPS facilities department, 2009.

Work requests are submitted digitally from schools and office buildings by authorized staff members. The work request is reviewed by an assistant director then sent to a dispatcher who prints the work request and places it in the appropriate tradesman’s box in the facilities office. Upon completion of the work, the tradesman enters relevant information regarding parts and costs and returns the form to the dispatcher. Subsequently, the information is entered manually into the system. The work order program was developed by the CCPS IT staff. The system is flexible and user-friendly for facilities managers, allowing ready tracking of work order status. However, the system is not connected to the CCPS financial accounting system.

As shown in **Exhibit 5-13**, CCPS’s current operations and maintenance costs for facilities materially exceeded the industry standard as reported in the 38<sup>th</sup> Annual Maintenance & Operations Cost Study for Schools, published in the April 1, 2009 edition of *American School and University*. The survey results have been adjusted by removing the grounds maintenance payroll, equipment and supply costs. County staff performs grounds maintenance in CCPS and those costs appear separately from facilities in CCPS’s operating

budget expenditure reports. This comparison is of qualified value in that only nine percent of respondents had operations and maintenance expenditures in excess of \$6.5 million.

**EXHIBIT 5-13  
COMPARISON OF CCPS WITH NATIONAL MEDIAN  
TOTAL MAINTENANCE AND OPERATIONS EXPENDITURES  
SCHOOL YEAR 2008–09**

COST RATIOS	NATIONAL MEDIAN	CCSD	DIFFERENCE (OVER / UNDER)
Maintenance & Operations Costs per sq. ft.	\$4.17	\$7.61	\$3.43 (82%)
Maintenance & Operations Costs per Student	\$774.27	\$1066.34	\$292.07 (38%)

Source: CCPS facilities department and American School & University Magazine, M&O survey, 2009.

**Exhibit 5-14** presents a comparison of facilities maintenance costs in FY 2009 using data extracted from page 31 of the annual school reports submitted to VDOE by CCPS and peer group members. The exhibit focuses on building services, equipment services, and activities directly related to this enterprise, as fully described in Virginia Superintendent of Public Instruction Memo No. 195-09, dated July 24, 2009. The data varies from information presented on pages 2-3 and 2-4 of the report because that information derives from the entire data set for operations and maintenance activity in the FY 2008 Annual School Report. To facilitate meaningful comparison of facilities maintenance, the exhibit excludes costs for grounds services, security services, and vehicle services over which the CCPS director of facilities has no management control. Although warehouse/distribution activity, utility costs, and various capital and miscellaneous costs are encompassed in the operations and maintenance category addressed in **Chapter 2.0** of this report, their exclusion from the exhibit does not compromise comparison of facilities maintenance costs. The annual school report differentiates wages and salaries between building services and custodial services although the employee benefit costs are reported in lump sums. Consequently, labor cost comparisons in the exhibit are based on salary and wages only. Energy management is addressed in **Section 5.5** of this report.

**EXHIBIT 5-14  
PEER GROUP BUILDING MAINTENANCE COST COMPARISON  
2008-09 SCHOOL YEAR**

	CHESAPEAKE CITY	CHESTERFIELD COUNTY	HENRICO COUNTY	PRINCE WILLIAM COUNTY	VIRGINIA BEACH CITY	PEER AVERAGE
<b>ENROLLMENT</b>	39,901	<b>59,080</b>	48,991	73,918	71,564	<b>58,691</b>
<b>SCHOOLS</b>	50	<b>65</b>	72	83	83	<b>71</b>
<b>ADMIN / TECHNICAL / PROF.</b>	\$ 0	<b>\$ 544,201</b>	\$ 131,229	\$553,543	\$1,111,429	<b>\$222,286</b>
<b>ALL TRADES</b>	\$ 3,547,631	<b>\$ 7,437,329</b>	\$ 3,514,094	\$ 8,308,264	\$ 7,505,098	<b>\$6,062,483</b>
<b>ALL LABORERS</b>	\$ 0	<b>\$ 453,910</b>	\$ 831,538	\$ -	\$ -	<b>\$ 257,089</b>
<b>TOTAL WAGES &amp; SALARIES</b>	\$3,547,631	<b>\$8,435,440</b>	\$ 4,476,860	\$8,861,807	\$ 8,616,527	<b>\$6,787,653</b>
<b>\$ PER STUDENT</b>	\$ 89	<b>\$ 143</b>	\$ 91	\$ 120	\$120	<b>\$113</b>
<b>\$ PER SCHOOL</b>	\$70,953	<b>\$129,776</b>	\$62,179	\$106,769	\$103,814	<b>\$94,698</b>
<b>PURCHASED SERVICES</b>	\$2,128,390	<b>\$2,412,903</b>	\$3,865,085	\$338,049.32	\$11,893,330	<b>\$4,127,551</b>
<b>INTERNAL SERVICES</b>	\$0	<b>\$43,146</b>	\$51,650	\$0	\$0	<b>\$18,959</b>
<b>TOTAL SERVICES</b>	\$2,128,390	<b>\$2,456,048</b>	\$3,916,736	\$338,049	\$11,893,330	<b>\$4,146,511</b>
<b>\$ PER STUDENT</b>	\$53	<b>\$42</b>	\$80	\$5	\$166	<b>\$69</b>
<b>\$ PER SCHOOL</b>	\$42,568	<b>\$37,785</b>	\$54,399	\$4,073	\$143,293	<b>\$56,424</b>
<b>MATERIALS &amp; SUPPLIES</b>	\$1,924,567 *	<b>\$4,212,899</b>	\$1,715,230	\$4,434,029	\$5,129,708	<b>\$3,483,287</b>
<b>\$ PER STUDENT</b>	\$48	<b>\$71</b>	\$35	\$60	\$72	<b>\$57</b>
<b>\$ PER SCHOOL</b>	\$38,491	<b>\$64,814</b>	\$23,823	\$53,422	\$61,804	<b>\$48,471</b>
<b>TOTAL COMPARATIVE COSTS</b>	\$7,600,588	<b>\$15,104,387</b>	\$10,108,826	\$13,633,886	\$25,639,564	<b>\$14,417,450</b>
<b>\$ PER STUDENT</b>	\$190	<b>\$256</b>	\$206	\$184	\$358	<b>\$239</b>
<b>\$ PER SCHOOL</b>	\$152,012	<b>\$232,375</b>	\$140,400	\$164,264	\$308,910	<b>\$199,592</b>

Sources: Virginia Department of Education, p. 31 of submitted fiscal year 2009 annual school report financial section.

\* Chesapeake City school division budget and finance department, 2010.

**RECOMMENDATION 5-6:**

**Review maintenance costs and target a reduction of 7 percent.**

The director of facilities and his assistant directors managing building maintenance work should review all aspects facilities maintenance costs. Based on this review the director should either act to reduce costs to bring them more in line with peer school divisions or identify those facts and circumstances in CCPS that justify the higher costs of maintenance activities.

**FISCAL IMPACT**

The fiscal impact of this recommendation will depend on the outcome of the review. Stipulating an overall building maintenance cost of \$16,904,960 in the current school year, achieving a goal of a 7 percent reduction would generate annual savings of approximately \$1,183,347. ( $\$16,904,960 \times 0.07 = \$1,183,347$  for a five year total cost savings of \$5,916,736.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Reduce Maintenance Costs by 7 Percent	\$1,183,347	\$1,183,347	\$1,183,347	\$1,183,347	\$1,183,347

**FINDING**

The facilities kitchen team maintains all equipment used by food services in school kitchens. Furthermore, the team also maintains kitchen equipment in classrooms used to deliver specific subjects in the curriculum in secondary schools. The food services department purchases all new and all replacement equipment. However, the costs for kitchen equipment repair parts are charged to facilities rather than to food services. This amounts to a subsidy provided to food services by facilities. For the current school year, facilities staff estimate the kitchen team expended \$58,171 for food services kitchen equipment repair parts. Currently, the CCPS food services department is a profitable organization and maintains a fund balance large enough to pay for all direct and indirect costs. The department should pay for all work activities associated with child nutrition operations, in keeping with industry standards.

**RECOMMENDATION 5-7:**

**Charge the costs of repair parts for kitchen equipment to the food services department's operating budget.**

**FISCAL IMPACT**

The fiscal impact will increase food services operating costs and reduce facilities repair parts costs by the amount indicated, therefore netting hard-dollar cost savings to CCPS of zero dollars.



**FINDING**

Staff procedures are primarily informal and rely on the collective memories of veteran employees for the facilities department. An excerpt from an internal audit report shown in **Exhibit 5-15** demonstrates the lack of appropriate operating guidance in the referenced case. As the internal auditor noted, the failure to require supplies and tools lists per trade, to enable routine inventories “puts the schools facility department at a higher risk of fraud or theft.”

The preventive maintenance program is partially documented. The level of efficiency currently realized in many sectors of the facilities department arises from the long time experience of assistant directors, lead tradesmen, and other key team members. The knowledge of standard operating procedures and processes held by these veteran employees should be documented and compiled to avoid reinventing the wheel after veteran employees retire or leave for other opportunities. Failure to document and compile accepted standard procedures in facilities support operations raises the possibility that subsequent staff members will acquire requisite knowledge of internal standard procedures through trial and error.

**EXHIBIT 5-15  
CHESTERFIELD COUNTY  
INTERNAL AUDIT OF FACILITIES  
2009**

Create a standard inventory/supply list per trade (electrician, HVAC, plumber, etc) that is necessary to have on each van or stored in the warehouse.

Conduct and maintain an inventory of all major tools that are currently on hand within School Facilities that list the type of item and its location and perform periodic inspection confirmations.

Source: Chesterfield County internal audit – school facilities expenditures, March 2009.

**RECOMMENDATION 5-8:**

**Formalize, document, and compile those standard procedures which enable efficiency and accountability in delivering facilities support services in CCPS.**

Documenting routine practices and procedures that contribute to the smooth delivery of facilities support services should provide a management benchmark for future improvements, allow a rational method of transmitting essential information to new staff members, enhance staff accountability, and minimize the possibility of expensive mistakes due to ignorance.

**FISCAL IMPACT**

This recommendation can be implemented by expending, until compilation is completed in a particular area, approximately three hours per week of staff time, distributed among lead tradesmen, clerical staff, and the assistant directors of facilities. Total time requirements are shown in the following table.

TRADES/MAINTENANCE AREA	TIME TO COMPILE
Electricians / Kitchen Equipment	40 hours
HVAC / Energy Management Technicians	60 hours
Trailers / Carpenters / Locksmith	20 hours
Other Building Trades- (Roofer, Plumber, Painter, Glazier, Masonry/Tile	30 hours
Heavy Equipment	10 hours
A/V and Office Equipment	40 hours
<b>TOTAL</b>	<b>200 hours</b>

**FINDING**

CCPS is characterized by 64 schools, a technical center, and eight other buildings spread across a large geographic area. Monitoring the location and activity of facilities staff members across the division’s expansive area during the work day presents a challenge to the facilities management team. The facilities director and his assistants tried various methods to enhance accountability and monitor productivity with limited success. In 2007, the facilities director authorized a contract with Verizon Wireless to implement the field force service.

The field force service relies on cell phones issued to each facilities staff member engaged in building maintenance and to the supervisory ranks of custodial services. The cell phones are equipped with time keeping and global positioning system (GPS) software. The capabilities of the system provide management with two valuable data sets. First, employees “clock in” when their work day begins. They clock out at the end of the workday. Although this input does not connect to the CCPS time and attendance system, it does generate a record for the facilities payroll clerk. A number of reports available from the system enable management to monitor daily activity and identify trends before they become problematic.

The GPS feature of Field Force enables identification of an employee’s geographic location while clocked in during the work day. Questions regarding the employee’s location at a particular time of day are readily answered. Employees are able to begin work and end the workday without traveling to the facilities office to operate a time clock. This elimination of dead time has increased productivity as evidenced by the 30 percent reduction in overtime costs during the first year of operating Field Force.

**COMMENDATION 5-F:**

**The division’s implementation of digital technology to reduce waste in the deployment of staff resources is commendable.**

**5.4 Operations and Custodial Services**

School buildings tend to reflect the community in which they reside. The school can be viewed by that community as an asset or as an embarrassment, depending on how it looks and operates. A great deal of that reputation depends on how students and staff perceive their time in the building. Regardless of age, a clean and neat school free of unpleasant odors enables teachers and students to focus on learning in classrooms. Pleasant

conditions also favorably impress visitors, be they parents registering a new student or a veteran administrator from the central office.

**FINDING**

During the onsite visit, the facilities department management ranks and administrators in school buildings demonstrated a noteworthy difference in perception of the quality of facilities support services. Also, the comparison survey responses indicated that over 50 percent of school administrators, the “customers,” believed the level of service required some improvement or major improvement. **Exhibit 5-16** presents the relevant survey results, showing that the customer base sees room for improvement both in maintenance and custodial services. On the other hand, facilities department managers during the onsite visit expressed little awareness of their customers’ concerns about quality. This is not to say that the facilities director and his seven assistant directors intentionally isolate themselves from building administrators.

**EXHIBIT 5-16  
COMPARISON SURVEY RESPONSES FOR  
MAINTENANCE AND CUSTODIAL SERVICES 2009**

FUNCTION	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT)	/	% ( ADEQUATE + OUTSTANDING)
	CENTRAL OFFICE ADMINISTRATORS	PRINCIPALS / ASSISTANT PRINCIPALS	TEACHER
Plant maintenance	33/44	49/44	25/43
Custodial services	41/41	59/37	38/53

Source: MGT of America, Inc. survey, 2009.

The facilities director has implemented a program termed “zone line of communication plan” in which each assistant director is assigned an interactive role with ten to twelve schools or office buildings. The zones assigned to assistant directors correspond to the zone organization for managing custodial services staff. All schools and offices are assigned to one of the seven zones. According to the facilities director, each of his assistant directors is charged to visit schools regularly to meet with principals and administrative staff. The intent is to provide school administrators a single point of contact to address all varieties of concerns about facilities support services.

The zone line of communication plan holds promise as a good feedback technique. However, candid communications between principals, other administrators and assistant directors are a function of personal chemistry. A relaxed approach when meeting with principals can have unintended consequences that frustrate the purpose of the zone line of communication plan. Some principals and administrators deem the zone approach to be too informal and of questionable effectiveness in dealing with perceived shortfalls in support services. Besides the personal interaction aspect, exchanges between principals and assistant directors are affected by the problem on the principal’s desk at the time of the visit. Assistant directors passing on to the director anecdotal information from visits will not

necessarily produce results pointing to trends in quality of service, be it in building trades or custodial services.

A comprehensive anonymous survey of principals and administrators conducted when the summer break permits time for reflection prior to answering survey questions will produce data useful in establishing benchmarks for planning improvements to facilities customer service. Managers can efficiently prepare a reliable survey instrument after completing training available through the combined county/school division online professional development program. Relevant training addressing customer satisfaction surveys appears in Chesterfield University's online courses under the listing school of quality and continuous improvement in the 2009 catalogue. Four courses relate directly to customer satisfaction surveys.

#### **RECOMMENDATION 5-9:**

**Conduct and track reports of an anonymous Web-based comprehensive survey of all principals and other administrators, during the summer break, on their satisfaction with facilities services.**

Lacking appropriate comprehension of customers' perceived shortfalls in performance, facilities management will miss opportunities to better deploy available resources in maintaining school and office buildings. The director and his assistants can prepare the survey instrument relying on the guidance available in Chesterfield University online courses. Staff can then execute the survey and compile results or staff can purchase services from an online survey company such as SurveyMonkey.com.

#### **FISCAL IMPACT**

This recommendation will require staff time to prepare the survey document. A total of 10 hours staff time, spread among the director, his assistants and clerical support staff should suffice to prepare a meaningful survey document. If staff use the Web to compile survey results, additional hours of staff time involving IT staff and facilities office staff will be required. Total staff time for preparation and execution should not exceed 20 hours. An alternative to CCPS staff executing the survey and compiling results is hiring a vendor such as [www.surveymonkey.com](http://www.surveymonkey.com).

The cost shown below comes from the vendor's November 2009 menu of options (\$19.95). The cost covers a one month subscription with a survey limited to one thousand responders. This cost projection assumes CCPS staff will be able to begin drafting the survey document on the first day of the subscription and that a three week posting of the survey on the Web should be sufficient to reach all intended CCPS staff members. The survey results, as specified by CCPS, would be downloaded from the Web site immediately upon closing the survey at the customer's specified time and date (but prior to the expiration date for the subscription). The facilities director can monitor data compilation as the survey receives responses after being posted on the Web. The services provided on the Web by this vendor are user friendly and materially decrease the amount of staff time required to prepare, execute and analyze the survey. Other choices are available from other vendors.

Reviewing and analyzing the survey results should require 20 hours, spread among the facilities director and assistant directors.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Facilities Web-based Survey	(\$20)	(\$20)	(\$20)	(\$20)	(\$20)

**FINDING**

Local community organizations can use CCPS facilities pursuant to school board policy 617, Use or Rental of School Facilities. The superintendent implements the policy through regulation 617.1, Procedures Governing Use or Rental of School Facilities. The facilities department executes the regulation and is in the process of rolling out SchoolDude’s facilities management software Facilities Scheduling Direct (FS Direct) for elementary and middle schools. The implementation process for this application began two years ago. High school scheduling is independent of the facilities department and relies on Schedule Star software which is fully implemented. The current interface between the two scheduling systems is via printed weekly schedules to the coordinator of community use of schools in the facilities department. Facilities department staff are aware that SchoolDude is working to develop a digital link to the Schedule Star program.

Despite a two-year effort, CCPS does not yet enjoy the full benefit of the many productivity enhancing features of FS Direct. Much staff coordination associated with community groups’ use of school facilities relies on paper and email exchanges. In school offices, deference to efforts to install In Focus Accounting Software (IFAS) across the school division accounts for part of the FS Direct implementation delay. Nevertheless, further delaying full implementation in middle and elementary schools will cause expenditure of office staff and facilities staff resources that could otherwise be avoided. The coordinator of community use of schools should complete training relevant school office staff members on the operation of FS Direct in time to enable eliminating paper forms and emails related to facilities scheduling by the start of the next school year. The summer break period affords the opportunity to finish training that cannot be completed during the current school year.

**RECOMMENDATION 5-10:**

**Complete implementation of SchoolDude’s facilities scheduling program prior to September 1, 2010, with training completed by August 27, 2010.**

Using FS Direct, not manual submission of paper forms and e-mail exchanges, to process a group’s request to use a school facility should reduce the labor cost overhead for community use of facilities. At the same time, this software should achieve greater reliability in arranging the necessary facilities support functions triggered by the approved request.

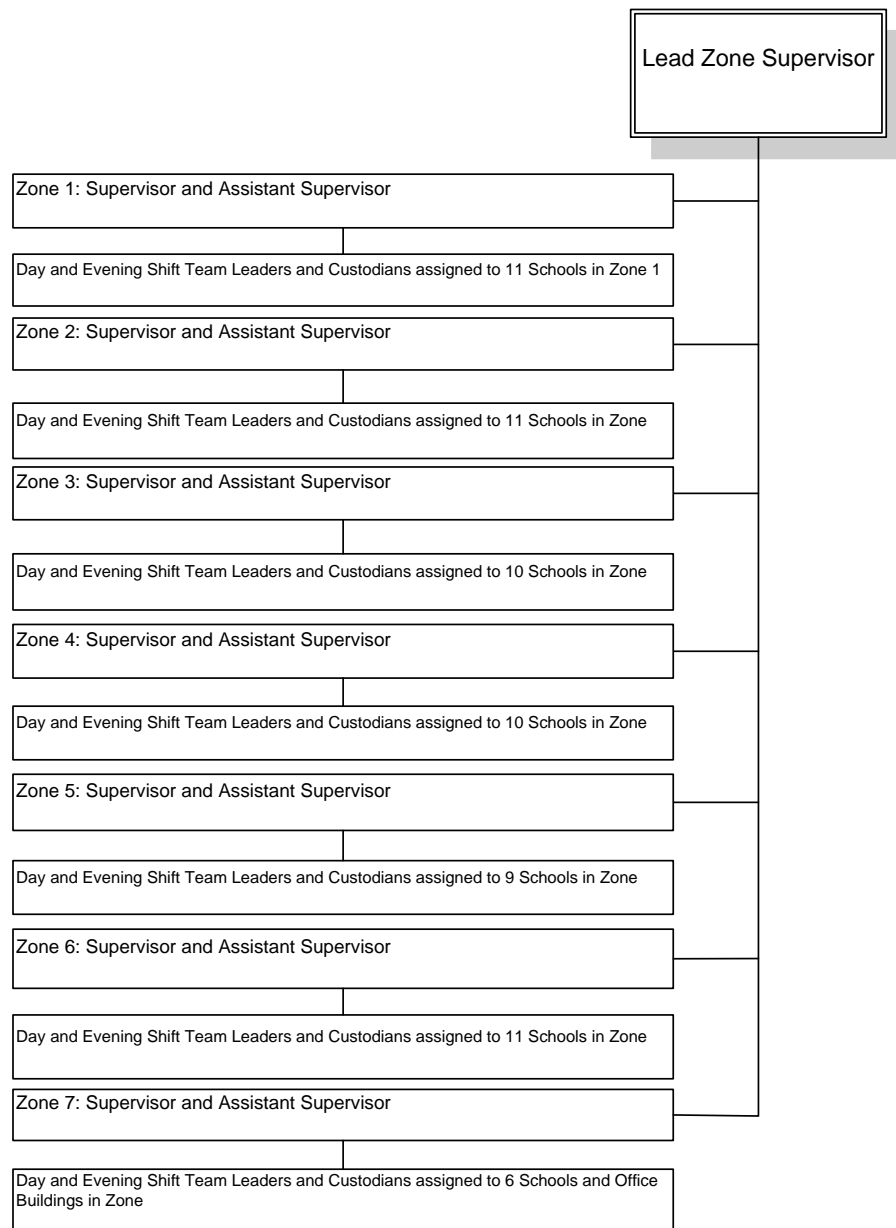
**FISCAL IMPACT**

This recommendation will involve staff time to complete training on the FS Direct system in middle school and elementary school offices. The training of designated staff members in each office should require an average of more than two hours per office.

**FINDING**

The custodial services section is organized by zones containing between nine and 11 buildings. Custodians in schools are assigned to a day or evening shift headed by a team leader. Several team leader slots are currently vacant. Team leaders report to a zone supervisor and an assistant zone supervisor. All zone supervisors report to the lead zone supervisor who in turn reports to the assistant director of facilities – custodial services. The zone organizational structure is straightforward as shown in **Exhibit 5-17**.

**EXHIBIT 5-17  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CURRENT CUSTODIAL SERVICES ORGANIZATIONAL CHART**



Source: CCPS facilities department, 2009.

Custodial staffing is approximately that of the Association of School Business Officials, International (ASBO) and MGT standards. **Exhibit 5-18** compares CCPS custodial staffing levels with industry standards. As noted in other MGT reports of Virginia school division efficiency reviews, MGT and ASBO use as a benchmark custodial staffing per square foot of building maintained. ASBO arrives at its benchmark using a stipulated cleaning rate of 2,500 square foot per hour in an 8-hour day to arrive at 20,000 square foot per FTE. This base rate is adjusted for different school levels – elementary, middle and high school. MGT uses a corresponding benchmark of 20,000 square foot per FTE and uses the following adjustments to accommodate the differing cleaning burdens posed by different student bodies; add 0.5 FTE for each elementary school, 0.75 FTE for each middle school, and 1.0 FTE for each high school.

**EXHIBIT 5-18  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CUSTODIAL SERVICES STAFFING LEVELS  
2009–10**

SCHOOL LEVEL	GSF	FTE'S	STANDARD*	DIFFERENCE	FTE VARIANCE PER SCHOOL
Elementary	3,111,093	201.00	174.6	26.4	0.70 above standard
Middle	2,064,375	106.50	114.5	-8.0	0.53 under standard
High	2,907,457	108.50	157.4	-48.9	4.07 under standard
Offices	172,938	27.00	8.6	18.4	2.04 above standard
<b>TOTAL</b>	<b>8,255,863</b>	<b>443.00</b>	<b>455.0</b>	<b>-12.0</b>	n/a

Source: CCPS facilities department, 2009.

\*MGT guidelines: 20,000 sq. ft. per FTE plus 0.5 FTE at ES, 0.75 at MS, and 1.0 at HS.

The overall custodial services costs vary somewhat from the national median as reported in *American School & University* magazine's annual survey of operations and maintenance costs published in April 2009. **Exhibit 5-19** compares CCPS custodial services costs with the AS&U reported national median costs. Cleaning 253 modular classrooms in CCPS could be a factor contributing to the cost variations. This comparison is of qualified value in that only nine percent of AS&U respondents had operations and maintenance expenditures in excess of \$6,500,000. More relevant is the comparison of salary and wages (only) among the CCPS peer groups. As shown in **Exhibit 5-20**, the labor costs for CCPS custodial services is close to the average cost per student in the peer group while approximately 10 percent higher than the average cost per instructional building serviced.

**EXHIBIT 5-19  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CUSTODIAL SERVICES COST COMPARISON  
AND REPORTED NATIONAL MEDIAN COSTS  
2008-09**

<b>COST FACTOR</b>	<b>NATIONAL MEDIAN</b>	<b>CCPS</b>	<b>VARIANCE</b>
Custodial payroll / student	\$277.60	<b>\$277.91</b>	\$0.31 over
Custodial payroll / sq. ft.	\$1.35	<b>\$1.98</b>	\$0.64 over
Custodial supplies / student	\$49.41	<b>\$24.67</b>	\$24.74 under
Custodial supplies / sq. ft.	\$0.24	<b>\$0.18</b>	\$0.06 under

Source: CCPS facilities department 2009; AS&U 38<sup>th</sup> Annual O&M Costs Survey, April 2009.

**EXHIBIT 5-20  
PEER GROUP CUSTODIAL SERVICES SALARY & WAGES COST COMPARISON  
2008-09**

<b>SCHOOL DIVISION</b>	<b>MEMBERSHIP</b>	<b>SCHOOLS &amp; CENTERS</b>	<b>SALARY &amp; WAGES</b>	<b>\$ PER STUDENT</b>	<b>\$ PER BUILDING</b>
Chesapeake City	39,901	50	\$ 9,121,948.52	\$ 228.61	\$ 182,438.97
<b>Chesterfield County</b>	<b>59,080</b>	<b>65</b>	<b>\$ 12,740,313.87</b>	<b>\$ 215.65</b>	<b>\$ 196,004.83</b>
Henrico County	48,991	72	\$ 9,068,245.59	\$ 185.10	\$ 125,947.86
Prince William County	73,918	83	\$ 15,458,264.26	\$ 209.13	\$ 186,244.15
Virginia Beach City	71,564	83	\$ 17,066,529.15	\$ 238.48	\$ 205,620.83
<b>PEER AVERAGE</b>	<b>58,691</b>	<b>71</b>	<b>\$ 12,691,060.28</b>	<b>\$ 215.39</b>	<b>\$ 179,251.33</b>

Source: Virginia Department of Education, p. 31, Annual School Report Financial Section, 2009.

**RECOMMENDATION 5-11:**

**Maintain current funding and staffing levels for custodial services to the maximum extent feasible.**

Comparison survey responses on custodial services, previously shown in **Exhibit 5-16**, indicate current custodial services efforts are only adequate. The facilities director and the assistant director for custodial services should review the deployment of staff. Evening shift should be viewed as most productive because students and staff are absent from buildings. Consequently, the evening shift should be fully staffed and supervisory talent should be assigned in a manner that optimizes productivity on evening shift. Other current techniques to enhance productivity, such as team cleaning, should be continued.

**FISCAL IMPACT**

This recommendation requires level funding, to the maximum extent possible, for custodial services in a financially challenging period. Custodial services tend to be viewed as a cost category that can be easily cut when school divisions encounter funding issues. The



consequence can lead to a quick decline in cleanliness and overall wholesomeness of the school building environment. Subsequent years then generate public dissatisfaction and the inevitable response of committing more funds to custodial services to get school cleanliness “back to where it should be.” Maintaining funding on as level a plane as possible tends to avoid such cyclical extremes.

## **5.5 Energy Management**

Energy management in a school division comprises two distinct but related spheres of activity. The first involves technical efforts: installing effective monitoring and control systems, replacing inefficient equipment, and optimizing selected rates from the utility company contract. The other sphere involves energy conservation achieved by changing human behavior in schools through a comprehensive and focused educational effort.

### **FINDING**

CCPS energy management is not based on a focused plan of action with specific milestones. Nevertheless, recent encouraging results indicate CCPS, with better planning, can achieve material progress in reducing and avoiding energy costs. The facilities director hopes to see energy costs drop five percent with the next school year.

The division relies on the Siemens Corporation’s System 600 Apogee Insight building automation system to monitor and control HVAC equipment and room conditions in all schools. The system operator works in the facilities central office monitoring systems and conditions in all school and office buildings. The director of facilities establishes room temperature set points for heating and cooling during the regular school/office day hours. Occupants cannot adjust individual room temperature. Four technicians under the system operator’s supervision maintain the building automation system’s sensors and controllers. An assistant director of facilities services oversees the system operator. Upon receipt of a notice from the community school use coordinator the system operator schedules equipment as needed to establish required room conditions at specific locations outside the regular school day schedule. The system operator notifies the HVAC team or other technicians when the system indicates equipment malfunction.

In a comprehensive survey of critical maintenance needs in 2007, the director of facilities identified a list of urgent HVAC system maintenance needs. The 2008 CCPS growth task force incorporated the data as Appendix I in their report to the school board. The school board approved a number of HVAC projects in the FY 2010 CIP. The work packages have been incorporated into project specifications in the Invitation for Bids for various school renovation projects now being prepared for publication. Separately, maintenance packages labeled energy management improvements have been incorporated in the FY 2010 CIP. The improvements will start with lighting systems in schools.

Virginia Dominion Power transmits monthly electric power bills via electronic data interchange to the county’s energy manager (CEM). This engineer is assigned to the county’s department of general services staff but is one-third funded by CCPS. The incumbent CEM holds a Virginia Professional Engineer license, is a “certified energy manager” (a professional certification) and is also “LEED certified.” No staff member of

CCPS possesses similar qualifications. The CEM serves as an information resource and technical consultant to CCPS and possesses no operational authority.

The CEM maintains cost data in the energy management software, Energy CAP. The CEM relies on this data base in providing all information used by facilities in monitoring costs and effects of energy management decisions. To date, CCPS staff has not put the CEM's expertise to best use on a consistent basis. He has not been consulted regarding energy management issues in new school/school renovation design or assisted with preparing a meaningful long-range plan to reduce energy costs in CCPS. In 2008, the CEM recommended shifting 20 school buildings with high energy demand HVAC systems to Virginia Dominion Power's rate schedule 132. CCPS made the shift but realized no noticeable cost savings that summer. CCPS did not actively manage the 20 buildings' HVAC systems in accordance with the power company's notices on high demand days. With that experience in mind facilities staff in 2009 did proactively manage the systems and avoided costs as shown in **Exhibit 5-21**. The data on electric costs in CCPS during FY 2010's first quarter, presented in **Exhibit 5-22**, indicate that CCPS can keep electric utility costs at the budgeted \$8,365,000 in the FY2010. This line item is nearly \$2 million less than the corresponding FY2009 line item.

**EXHIBIT 5-21  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ELECTRIC CONSUMPTION AT 20 ELEMENTARY SCHOOLS  
OPERATING ON VIRGINIA DOMINION POWER SCHEDULE 132  
FY 2009 – FY 2010**

PERIOD	USAGE (kWh)	COST
June – August '08	11,968,000	\$1,303,753
June – August '09	9,344,000	\$961,688
<b>SAVINGS</b>	2,624,000	\$342,065

Source: CCPS facilities department, 2009.

**EXHIBIT 5-22  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
ELECTRIC SERVICE COST COMPARISON  
FY 2009 – FY 2010**

PERIOD	ACTUAL	BUDGET
FY2009	\$10,289,938	
FY2010		\$8,365,000
1 <sup>ST</sup> Quarter FY2010	\$1,941,187	

Source: CCPS facilities department, 2009.

The CEM applied for a U.S. Department of Energy Energy Efficiency and Conservation Block Grant (EECBG) Program in June 2009. The application included lighting system retrofits in 10 schools. The county received the grant in the amount of \$2.7m, of which \$1.6m will be used in 10 schools. The CEM expects the new systems to reduce lighting energy consumption by one third and reduce overall energy consumption in the buildings by

10 percent. Similar reductions in energy consumed by lighting systems can be achieved by replacing existing ballasts in lighting fixtures in all other existing schools. This work can be contracted or accomplished by CCPS staff as workload permits.

To date, facilities staff have not quantified any school's energy performance by means of the EPA's Energy Star protocol. Facilities staff can use this tool to determine a school's energy efficiency relative to all other similar schools in the country. A ranking in the 69<sup>th</sup> percentile is required to qualify for LEED certification. A ranking of 75<sup>th</sup> percentile is required for the EPA's Energy Star award. Benchmarking school buildings helps answer the question "Where are we now?" with regards to improving overall energy management.

The CEM is a technical resource that can be used to much greater benefit by the facilities department in an ongoing effort to reduce electric utility costs. He can provide assistance in developing a long-range energy management improvement plan, which should replace the current informal approach to improving energy management in CCPS.

#### **RECOMMENDATION 5-12:**

##### **Implement a 10-year energy management improvement plan.**

The energy management improvement plan should include system upgrades, equipment replacement, and operational practices to be accomplished both by contractors and by facilities staff. The planning details for projects should include an estimated return on investment expected from each improvement. Implementation of this recommendation should produce a roadmap for reducing energy costs and avoiding increases over the long run for CCPS. It will also provide a context for assessing an energy savings windfall that can occur through such events as Virginia Dominion Power reducing the fuel factor portion of electric rates. This context also would apply to the reverse development – an increase in the fuel factor.

The energy management plan in Prince William County School division provides an easily accessible example of a best practices plan. Henrico County and Henrico County School division share an energy manager's technical expertise. Their energy management plan could also be researched by CCPS.

#### **FISCAL IMPACT**

This recommendation can be implemented over two months by expending on average approximately six hours of staff time spread among the director, the designated assistant director and the county's energy manager, when called to participate. Additionally, approximately one hour of clerical support staff time would be required to prepare and distribute the plan while under development.

A meaningful energy management plan should achieve no less than five percent per year energy savings and or cost increase avoidance. EnergyCAP software currently operated by the county's energy manager can track savings/cost avoidance over years. The projected savings/cost avoidance shown below uses the FY 2010 operating budget line item of \$8,365,000 for electricity supply as a benchmark. Reasonable total savings/cost avoidance over a five-year period should reach at least \$2,091,250.

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Implement Energy Management Plan	\$ 418,250	\$ 418,250	\$ 418,250	\$ 418,250	\$ 418,250

**RECOMMENDATION 5-13:**

**Implement a schedule of monthly meetings between the facilities director and the county’s energy manager to discuss energy management issues and energy management projects planning.**

Meeting participants should include, as a minimum, the director of facilities, designated assistant directors and the CEM. Currently, facilities staff involved with energy management have no ready access to energy management planning expertise other than the county’s energy manager. CCPS already pays one third the CEM’s salary and the failure to draw on this source of information amounts to waste. An institutionalized meeting schedule will facilitate developing a habit of consultation on a topic that holds substantial promise for reducing CCPS’s overhead operating costs.

**FISCAL IMPACT**

This recommendation can be implemented by the monthly expenditure of approximately three hours of staff time spread among the director of facilities, a designated assistant director(s) and the county’s energy manager.

**RECOMMENDATION 5-14:**

**Determine the energy efficiency ranking of the elementary school, the middle school, and the high school identified by CCPS facilities staff as the most energy efficient by using the assessment protocol at [www.energystar.gov](http://www.energystar.gov).**

Selecting the perceived most energy efficient school buildings in CCPS should serve as an eye-opener for facilities staff in demonstrating where CCPS schools rank in comparison to similar schools across the nation. Using the EPA’s national energy efficiency assessment tool for buildings, facilities staff should gain the necessary benchmark against which to measure progress in making the division’s schools more energy efficient.

**FISCAL IMPACT**

The EPA’s Web-based Energy Star energy efficiency assessment protocol is cost free. Staff time to collect and enter the data will amount to approximately two hours per school. Entry of energy consumption data will be a straightforward data transfer from the CEM’s EnergyCAP data base to the Energy Star online form. Relevant data on building attributes (for example, gross floor area, number of personal computers, percentage of gross floor area heated and cooled), require compilation and entry also. Most of this data currently resides in facilities’ files.

## **FINDING**

An organizational commitment to energy conservation in schools and offices is not apparent in schools. Observed practices indicate an absence of energy conservation awareness: failure of staff to turn out lights and turn off personal computers in unoccupied spaces; reducing lighting levels in buildings after the end of the school/business day in vacant offices to levels consistent with security and maintenance work needs. Also, the presence of personal microwave ovens and small refrigerators in many classrooms point to an unacknowledged employee benefit cost—the charge for the total electrical energy consumed by these appliances over the course of a year. Several school divisions in CCPS's peer group offer examples of effective energy conservation through education.

Chesapeake Public Schools staff have developed a vibrant energy education program. It offers a ready example of an effective energy education program that reaches all sectors of the school division community. Although not in the peer group, Loudoun County Public Schools (LCPS) has a very effective energy education program but it is based on proprietary methods purchased by LCPS from Energy Education, Inc. in the past. This information is provided for reference purposes in the event that CCPS wishes to investigate contracting with a vendor to manage the overall energy education effort.

## **RECOMMENDATION 5-15:**

**Implement an energy conservation education program for administrators, teachers, and all support staff that is incorporated in the normal daily routine.**

Implementing an effective energy conservation education program is an important part of the long term energy management improvement plan. The effort requires a multi-year plan of action with specific milestones for increasing energy conservation awareness among staff and students in school buildings. Organizational culture cannot be turned on a dime. Nevertheless, change should be effected as demonstrated in Chesapeake Public Schools' energy conservation program.

Incremental, sequential changes in ordinary daily practices in schools and offices should, over time, have measurable effects in reducing energy consumption and associated overhead utility costs. This focus on human factors in managing energy consumption complements the technical efforts discussed above. The implementation effort requires commitment of staff time in all sectors of the CCPS community. Achieving both awareness of and allegiance to conservation practices among faculty, staff, and student bodies should have the division superintendent's express endorsement. Energy management control systems and efficient equipment alone will achieve only a fraction of cost savings possible with a combined effort.

## **FISCAL IMPACT**

This recommendation can be implemented with existing staff. A 10-member planning team comprised of representatives from each school level, administrative office buildings, facilities department, and the director of professional development's staff would need to expend approximately two hours per month in meetings to draft the first year plan. The logical starting point for planning would be a visit to one of the peer school divisions to become acquainted with the energy conservation education program in place. Travel time and on

site activity would require most of one day for attendees. The planning team should expect to adapt an existing plan to CCPS's needs rather than begin with a blank page/monitor screen and create a unique plan. A first year plan should be feasible with an expenditure of 200 staff hours spread among the planning team over six months.

## **6.0 *TRANSPORTATION***

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## 6.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations relating to the delivery of transportation services within the Chesterfield County Public Schools (CCPS). It is divided into the following major sections:

- 6.1 Organization and Overall Performance
- 6.2 Planning, Policies, and Procedures
- 6.3 Routing and Scheduling
- 6.4 Training and Safety
- 6.5 Vehicle Maintenance

### CHAPTER SUMMARY

The review of transportation includes an assessment of the organization structure and how well it is providing services. MGT examines how bus routes are created and maintained, how well the available bus capacity is utilized, and whether the route structure provides safe, efficient and effective transportation services. MGT also reviews the use of related technology such as routing software, and critical support services like fleet maintenance and repair. The overall objective is to ensure that transportation services are adequately supporting the overall mission of the school division in the most efficient manner possible.

Commendations reported in this chapter are as follows:

- The division utilizes an excellent position description template for transportation services (**Commendation 6-A**).
- The area assistant director for Area 4 and staff have developed an excellent internal procedure manual (**Commendation 6-B**).
- The transportation department has developed an outstanding procedure manual and handbook for bus drivers (**Commendation 6-C**).
- The transportation department's safety and training program is exemplary (**Commendation 6-D**).
- The memorandum of understanding for the provision of fleet maintenance and repair services between the county and the school division is exemplary (**Commendation 6-E**).

This chapter contains the following recommendations:

- Complement the school bus driver's handbook with documented procedures to govern the operation of the area offices (**Recommendation 6-1**).
- Draft and incorporate new school board policies for transportation that cover several key transportation parameters currently missing from the policy, or that explicitly grants authority for establishing these parameters to the superintendent or designee (**Recommendation 6-2**).

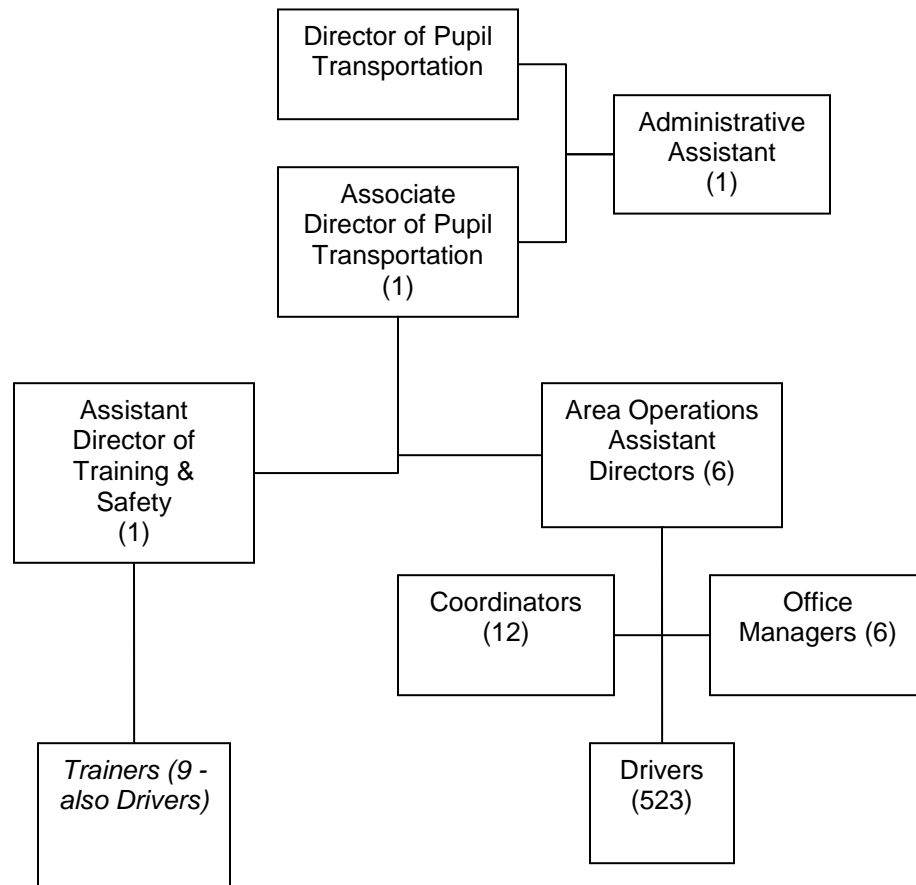


- Align school board policy and standard operating practice for allowable walk distances to school (**Recommendation 6-3**).
- Design and implement a regular program of performance measurement and monitoring, in conjunction with the recommended timeline for the implementation of routing software (**Recommendation 6-4**).
- Develop a manageable timeline and specific plan for the transition to the use of routing software and related technology (**Recommendation 6-5**).
- Redesign special trip planning, management, and accounting processes (**Recommendation 6-6**).
- Promptly and properly execute the memorandum of understanding for the provision of fleet maintenance and repair services between the Chesterfield County School Board and the Chesterfield County Board of Supervisors (**Recommendation 6-7**).
- Develop a comprehensive and sustainable bus fleet replacement program (**Recommendation 6-8**).

### **6.1 Organization and Overall Performance**

**Exhibit 6-1** shows a summarized organization chart for the CCPS transportation department. This is a large organization consisting of 28 management, supervisory, and administrative staff plus 523 contract and substitute (non-contract) bus drivers. Additional on-bus attendant staff is provided by other school division departments in support of transportation for special education. Fleet maintenance and repair services are provided on a fee-for-service basis by Chesterfield County under the terms of a memorandum of understanding.

**EXHIBIT 6-1  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PUPIL TRANSPORTATION SERVICES  
SUMMARY ORGANIZATIONAL STRUCTURE  
2009-10 SCHOOL YEAR**



Source: CCPS transportation department, 2009.

The CCPS transportation department provides cost effective services in comparison to national norms and peer division averages. **Exhibit 6-2** shows a summary of costs together with students transported and buses utilized for each of the current and past four years. Excluding capital costs for new and replacement buses, CCPS expended \$581 per student transported, and \$50,459 per active route bus in the 2007-08 school year. This compares favorably with peer school divisions, falling generally in the middle of the range of reported costs, as indicated in **Exhibit 6-3**.

**EXHIBIT 6-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PUPIL TRANSPORTATION SERVICES SUMMARY COSTS  
2005-06 TO 2009-10 SCHOOL YEARS**

CATEGORY	2005-06	2006-07	2007-08	2008-09	2009-10
Operational Cost	\$20,322,816	\$22,064,002	\$25,431,006	\$26,260,397	\$27,864,899
Capital Cost	\$854,244	\$4,315,398	\$5,551,092	\$2,536,971	\$0
<i>Total</i>	<i>\$21,177,060</i>	<i>\$26,379,400</i>	<i>\$30,982,098</i>	<i>\$28,797,368</i>	<i>\$27,864,899</i>
Operational % Change		8.6%	15.3%	3.3%	6.1%
Students Transported	44,482	45,498	43,731	43,793	41,021
Op. Cost per Student	\$456.88	\$484.94	\$581.53	\$599.64	\$679.28
Active Bus count	489	511	504	502	497
Op. Cost per Bus	\$41,560	\$43,178	\$50,459	\$52,311	\$56,066

Source: Virginia Department of Education 2005-06; 2006-07.

Source: CCPS Operating Fund Expenditure Report and route data 2007-08; 2008-09 actual; 2009-10 budget.

Source: CCPS Draft Pupil Transportation Verification Report for 2008-09; not yet approved or submitted for approval.

**EXHIBIT 6-3  
PUPIL TRANSPORTATION SERVICES  
PEER DIVISION COMPARATIVE COST PER STUDENT  
2005-06 TO 2009-10 SCHOOL YEARS**

PEER DIVISION (OPERATIONAL COSTS ONLY)	2005-06	2006-07	2007-08	2008-09
Chesterfield County	\$456.88	\$484.94	\$581.53	\$620.40
Henrico County	\$374.66	\$389.46	\$458.98	* data not available
Prince William County	\$574.13	\$659.08	\$730.92	* data not available
Chesapeake City	\$612.36	\$654.23	\$708.47	* data not available
Virginia Beach City	\$339.56	\$422.44	\$476.73	* data not available
<i>Averages</i>	<i>\$471.52</i>	<i>\$522.03</i>	<i>\$591.33</i>	<i>* data not available</i>

Source: Virginia Department of Education for comparison divisions.

Source: CCPS operating fund expenditure report and route data 2007-08; 2008-09 actual.

Source: CCPS draft pupil transportation verification report for 2008-09; not yet approved or submitted for approval.

Based on 2007-08 (the most recent year for which reported data is available), CCPS transportation cost per mile was \$2.47 as compared with the peer division average of \$3.28. With the exception of Henrico County with a cost of \$2.34 per mile, CCPS reported the lowest per mile cost in this group,. Deadhead mileage provides another indication of efficiency. The proportion of deadhead mileage to route mileage for CCPS in 2007-08 was 31 percent, as compared with the peer division average of 39 percent. CCPS had the lowest overall proportion of deadhead mileage in the comparison group together with Virginia Beach City Schools also at 31 percent.

Notable changes in CCPS costs include the reduction in capital expenditures for bus fleet replacement, fuel cost variability, and increasing costs for employee benefits, particularly health premiums. 2007-08 expenditure data indicate a spike in fuel costs. Expenditures were approximately \$1 million higher in 2007-08 than in the following year (2008-09). Data were not available to compare fuel costs between 2006-07 and 2007-08. Fuel accounted for 13.8 percent of transportation expenditures in 2007-08 and 11.9 percent in 2008-09. CCPS acquires fuel through a cooperative agreement with the Chesterfield County government. Capital expenditures on fleet replacement have been sacrificed in recent years in order to reduce overall transportation expenditures.

**Exhibit 6-4** shows bus driver overtime costs as a percent of regular fulltime bus driver (contract driver) costs for the last two complete, and the current (budgeted) school year. These costs, while still significant, are decreasing markedly. Although it is not entirely clear why these costs are decreasing as a percentage of total costs, it is likely due to a combination of factors. First, the number of buses required to operate the system has been reduced in recent years, lowering the demand for drivers. Second, the industry at-large was experiencing a driver shortage for the early years covered by this analysis, which has since eased.

**EXHIBIT 6-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PUPIL TRANSPORTATION SERVICES  
SUMMARY BUS DRIVER OVERTIME COSTS  
2007-08 TO 2008-09 SCHOOL YEARS**

CATEGORY	2007-08	2008-09	2009-10
Wages - Bus Driver FT	\$8,884,348	\$9,734,056	\$10,083,933
Wages - Bus Driver OT	\$1,544,965	\$1,484,104	\$1,161,500
Percent of Total	17.4%	15.2%	11.5%

Source: CCPS operating fund expenditure report and route data 2007-08; 2008-09 actual; 2009-10 budget.

**Exhibit 6-5** shows the results of the survey of CCPS administrators and teachers regarding their impressions of transportation service delivery. Overall, these responses indicate a generally high level of satisfaction with effectiveness and safety.

**EXHIBIT 6-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
TRANSPORTATION SERVICE QUALITY SURVEY RESULTS  
2009-10 SCHOOL YEAR**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	3/35	18/72	14/72
2. The division has a simple method of requesting buses for special events and trips.	35/3	73/9	47/10
3. Bus drivers maintain adequate discipline on the buses.	27/0	48/28	32/14
4. Buses are clean.	38/0	68/7	41/2
5. Buses arrive early enough for students to eat breakfast at school.	27/6	72/13	53/12
6. Buses are safe.	50/0	72/9	43/9

Source: MGT of America, Inc., survey results, 2009.

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

**FINDING**

The transportation department organizational structure utilizes a comprehensive set of clear and concise position descriptions that provide outstanding reference and recruiting documents. There is a unique position description covering every employment category in the department. These accurately reflect the organizational structure and each position's duties and responsibilities. The organization of each position description is consistent and incorporates all key elements to fully describe the characteristics and nature of the position requirements. Elements include, but are not limited to the following:

- Title, grade, and work location.
- Reporting relationship and terms of employment.
- General position description narrative.
- Essential job functions summary.
- Supervisory responsibilities.
- Equipment operational requirements and position physical demands.
- Knowledge, skills, abilities and specific educational requirements.

These documents provide value by clearly defining expectations for new recruits, and a solid baseline for comparison in evaluating job performance. As such they serve an important purpose in maintaining a professional, efficient, and effective operation. This is particularly true in a large, geographically dispersed, and decentralized organization such as this department. The documents provide clear, concise, complete, and accurate information concerning the requirements and expectations for every position in the department. They

provide a valuable documentary baseline for employment expectations and department operations.

**COMMENDATION 6-A:**

**The division utilizes an excellent position description template for transportation services.**

**FINDING**

The current organization of the department has resulted in minor procedural differences among locations. The department is organized into five area offices, plus one area to administer division-wide special education transportation. Each is headed by an assistant director. This structure is appropriate given the decentralized nature of the operation and the absence of significant technology use in the department. However, as a result, certain minor procedural differences have arisen area to area. While there is no quantifiable evidence, these have the potential to affect the level and quality of service provided to users of the system, and can negatively impact the equitable administration of bus drivers.

As described further in Section 6.2 Planning, Policies, and Procedures, the department operates under the umbrella of a division-wide transportation policy. There is also a comprehensive school bus driver's handbook. There are, however, no commonly documented and approved administrative regulations or department procedures to describe and support the operations of the area offices.

These area offices form the core operating unit for the department. Each represents a stand-alone management team servicing a particular geographic area of the county or a particular population of students. There is ongoing contact among the area assistant directors and direction is provided by the department director and associate director. However, it was observed that differences exist in the day-to-day operations of each office.

Only one area office is believed to operate with documented procedures, and these were developed as an internal initiative to facilitate cross-training of staff. These procedures were not developed in concert with other area offices, nor were they centrally approved or sanctioned by the department director.

**RECOMMENDATION 6-1:**

**Complement the school bus driver's handbook with documented procedures to govern the operation of the area offices.**

Using the internal procedure manual developed in Area 4 as a starting point and convene the area assistant directors as a committee to define the scope and content of the recommended procedures. Utilize the director and associate director to resolve differences, and treat the process as an opportunity to improve, in addition to documenting, current procedures.

## **FISCAL IMPACT**

The fiscal impact of this recommendation is difficult to quantify as it requires no outside investment or purchase of equipment. Rather, implementation will require a significant investment of staff time and resources. Implementation cannot be effectively outsourced, as the expertise and local knowledge required to draft appropriate procedure statements exists only within the department, and more specifically within the small cadre of area assistant directors. Implementation will require a project approach and the diversion of this staff's time and energy for an estimated total of 240-300 staff hours.

### **6.2 Planning, Policies, and Procedures**

Policies and related procedures document the operating parameters and constraints for a school division's transportation department. They collectively describe what services are to be provided, who is eligible to receive them, and how they are to be delivered. Policies must be rooted in the statutory requirements governing the delivery of transportation services for all school divisions, but must also reflect the policy goals and objectives of the individual division's school board.

Statutory requirements must be met, and therefore should be incorporated by reference into division policy. Transportation policies then become the governing documents for the department and must be formally adopted by the school board. They need to include general parameters for service eligibility and service provision. Administrative regulations or procedures must support and enhance the policy statements by describing how policy will be implemented. In both cases, transportation policies and procedures need to be designed to support the education mission of the school division.

It is incumbent on the transportation department to deliver safe, effective, and efficient transportation services. The definition of safe, effective, and efficient is provided by statutory requirements, school board policy, and procedure statements. An overall assessment of performance can therefore only be completed within this context, and it is necessary for the department to demonstrate its performance relative to these requirements. The tracking, reporting, and analysis of key performance indicators provides a mechanism for the department to provide a self-assessment, and for it to demonstrate compliance with the standards of performance set out in statute and policy.

## **FINDING**

The current and proposed school board policies for transportation do not contain many elements critical to defining appropriate service level parameters and operating guidelines for transportation services.

The transportation department currently operates under the umbrella of a single board-adopted transportation policy statement. A current effort to revise the division-wide school board policy manual does not contain any significant alterations to the current policy statement for transportation. The board's proposed transportation policy currently addresses the following key elements:

- Reference to Virginia statutory requirements.
- Distance-based eligibility parameters.

- Eligibility for special transportation.
- Use of buses for special trips.
- Use of bicycles and personal vehicles for school transportation.
- Authority for the superintendent or designee to plan bus routes.

While these elements represent some critical planning parameters, many important policy requirements are not included. Missing from the current and proposed policy are items that define the transportation department's level of authority over such key parameters as defining school start and end times, bus arrival and departure windows, maximum allowable student ride times, and rules for the granting of courtesy-based transportation.

#### **RECOMMENDATION 6-2:**

**Draft and incorporate new school board policies for transportation that cover several key transportation parameters currently missing from the policy, or that explicitly grants authority for establishing these parameters to the superintendent or designee.**

The division should take advantage of the school board policy revision process already underway to review and modify the existing transportation policy, incorporating clear and concise policy statements regarding all key operating parameters and constraints, statutory requirements by reference, and explicit authority to the superintendent or designee to implement administrative regulations and procedures that interpret and enhance the school board policies.

The policy statements themselves should be brief declarative statements under unique headings that describe the parameter being defined. For example, under the title "eligibility for transportation" would be a brief description of the students who will be provided with transportation services. This statement could be further refined by a sub-heading titled "allowable forms of transportation". This title-declarative statement approach would provide clarity of purpose to the policy, and would serve as a meaningful foundation for the development of supporting procedures, as contained in **Recommendation 6-1** above.

Specific elements that should be considered for inclusion in the revised transportation policy include, but are not limited to, the following:

- A statement regarding the applicability of state statutes and regulations.
- Eligibility for transportation.
- Allowable forms of transportation.
- Placement of bus stops.
- Allowable ride times.
- Seat loading parameters.
- Criteria for granting of courtesy transportation services.
- Criteria regarding special purpose transportation.

#### **FISCAL IMPACT**

The fiscal impact of implementing this recommendation is in the investment of staff time and resources, estimated at a total of 40-80 staff hours, plus school board time for presentation, analysis, and discussion prior to adoption.



## FINDING

The current and proposed school board policies for transportation do not concur with the division's standard operating practice for allowable walk distances to school. While the school board policies comply with Virginia statutory and regulatory requirements, actual practice allows for much higher levels of service. As applied in practice and documented in the school bus driver's handbook, the CCPS transports elementary school students who live no more than 0.3 miles, and middle and high school students who live no more than 0.5 miles from school. The school board policy allows only for 1.0 mile and 1.5 miles, respectively.

Quantifying the impact of the closer walk distances on cost efficiency is difficult absent a detailed analysis of bus routes and schedules together with the development of alternative routing scenarios. Any practical impact of increasing allowable walk distances would be mitigated by the limited number of safe walking routes to schools as observed by the project team during onsite visits. In addition, the potential effect on actual and perceived levels of service would be substantial, and would require a major undertaking to include outreach to the community, education, and detailed analysis. It is not clear that this effort would result in substantial reductions to transportation costs.

It is nevertheless critical to ensure that operating practice complies with policy and vice versa. If it does not, then the underlying policy has no force, and all other documented policies are equally undermined. This is a particular problem when documentation is contradictory, as it is in this case. A necessary first step in determining whether a change to policy is required is to bring the existing policy statement in line with actual practice.

## RECOMMENDATION 6-3:

### **Align school board policy and standard operating practice for allowable walk distances to school.**

The differences that currently exist in the walk distance policy open questions regarding the validity of current practices, and bring into question the day to day decision making of department staff. Current practice provides for significantly higher standards of service than required by statute or school board policy. Undertaking a review with the objective of developing a compliant policy presents a concurrent opportunity to reconsider current service levels.

## FISCAL IMPACT

As this should be considered together with the redrafting of the overall policy statement suggested in **Recommendation 6-2**, there would be no additional fiscal impact for this recommendation.

## FINDING

There are no current superintendent level regulations that interpret or implement school board policies for transportation. The current policy makes several references to the authority of the superintendent or designee in this regard, but no formal documentation

exists other than the practices documented in the school bus driver handbook. This is the focus of **Recommendation 6-1** above.

The Area 4 assistant director, with area staff, has developed an internal procedure manual to guide operations for this geographic area. This manual documents all key internal operating procedures for the daily tasks completed by all office staff. It is designed to provide a reference tool that can be utilized by any staff member to fulfill their own duties, as well as to fill in for other staff as required.

This manual facilitates the cross-training of all staff in this area office, and provides a key document to formalize the management of transportation services in this unit of the department. As such, this document serves as an excellent model and starting point for the consideration of a comprehensive department procedure manual, as contained in **Recommendation 6-1**. It also represents a best practice.

**COMMENDATION 6-B:**

**The area assistant director for Area 4 and staff have developed an excellent internal procedure manual.**

**FINDING**

The transportation department utilizes a comprehensive and complete school bus driver's handbook that clearly describes all aspects of the employment, training, and operational procedures to be followed by each bus driver. This provides a highly useful manual and reference tool for the recruitment, training, daily operations, and emergency procedures to be followed by every school bus driver. The handbook contains the following sections:

- Personnel & Benefits
- Training
- Safety & Emergencies
- Operations
- Forms & Reports

The division's school bus driver's manual is exemplary, and represents a model document and an industry best practice. This document is a comprehensive source of information relating to all aspects of the training and operating procedures for bus drivers. Key sections include those on safety and emergency, and general operating procedures. This document serves as a valuable reference tool for department operations.

**COMMENDATION 6-C:**

**The transportation department has developed an outstanding procedure manual and handbook for bus drivers.**

**FINDING**

The department does not utilize any regular programs to monitor and report on key performance indicators. The absence of routing software and related technology tools

hampers the ability to easily accumulate data on system performance, and extensive manual processes limit managers' ability to focus on quantitative performance monitoring and measurement. There are no current efforts expended on the regular collection of operational data, other than as required for reporting to the Virginia Department of Education (VDOE).

Student transportation is a data-intensive support function within the school division. Key performance indicators that are measured regularly and tracked over time provide critical information to department staff and decision makers. They facilitate regular comparison of performance against policy standards, and identify long term trends that require analysis and/or corrective actions. Technology tools provide a conduit for the ready collection and analysis of the requisite data.

The department currently operates without routing software or supporting technology tools. All data is generated through manual route planning processes and paper-based self-reporting mechanisms utilized by drivers. Individual driver reports are summarized by area office staff, again utilizing manual processes, to develop monthly reports and to comply with VDOE reporting requirements. These processes consume an inordinate proportion of staff time, effectively eliminating the opportunity to focus data collection activities on internal reporting and other analytical priorities.

Many comparable student transportation operations around the country make effective use of technology to accumulate data for reporting and analytical purposes. One example is the Columbus City Schools transportation department in Ohio. The use of data in this operation for reporting, performance tracking, and decision-making is emphasized, growing in importance, and producing tangible improvements.

**RECOMMENDATION 6-4:**

**Design and implement a regular program of performance measurement and monitoring, in conjunction with the recommended timeline for the implementation of routing software.**

Prior to the incorporation of technology and the associated organizational changes (see **Recommendation 6-5**), the department should convene a working group of area assistant directors to begin the process of designing a regular performance monitoring program. This should begin with a determination of what performance indicators are most relevant to the strategic management of the department, and how these relate to the standards of service defined by policy.

Once the key performance indicators have been identified, the working group should identify how they should be measured and reported. The following elements for each indicator should be included:

- Measurement and reporting periods.
- Source data required.
- Format of data presentation (e.g., chart or table-based).
- Method for displaying, reporting, and analyzing trend information.

The results of this planning effort will serve to inform the selection and setup of routing software and related technology tools. As such this recommendation serves as a critical input to that recommendation.

### **FISCAL IMPACT**

As with earlier recommendations, the primary fiscal impact for this initiative will be staff time estimated at a total of 8-120 hours for discussion, planning, and analysis. The department should consider engaging operations analysis personnel from elsewhere within the division to assist with this process. Alternatively, the department may consider engaging an outside consultant to assist with the design and implementation of a performance measurement program, at an estimated one-time cost of approximately \$50,000.

### **6.3 Routing and Scheduling**

The routing and scheduling of school buses is the primary determinant of overall transportation efficiency and effectiveness. The dual goals of every system should be to fill each school bus as close as possible to its capacity, and to reuse each bus as many times as possible over the course of the school day. Each of these goals must be accomplished within the parameters established by policy and the statutory and regulatory requirements of the Commonwealth. They must also be evaluated relative to those logistical constraints imposed by the geography and general demographic conditions of the school division. The efficiency and effectiveness goal is therefore much easier to state than it is to achieve.

The ability of the department to achieve its goals is influenced most by a small set of input factors including: the number and geographic clustering of students relative to their particular school or program of attendance; the distance these students reside from their school of attendance; and the time available to travel. The interrelationship among these factors influences how efficient (i.e., costly) and effective (i.e., how well the service meets the educational needs of the student) the transportation system will be.

CCPS operates a modified three-tier system of bus routes with mirrored bus runs. There are three coordinated school bell time tiers, with most high schools opening first followed by the middle schools and elementary schools on the second and third openings respectively. As illustrated in **Exhibit 6-6**, the instructional day length at each grade level is nearly the same which facilitates operating the same basic system of individual bus runs in the morning and afternoon, known as mirroring.

**EXHIBIT 6-6  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SCHOOL BELL TIME SUMMARY  
2009-10 SCHOOL YEAR**

COUNT OF SCHOOLS					
START TIME	END TIME	ELEMENTARY SCHOOLS	MIDDLE SCHOOLS	HIGH SCHOOLS	INSTRUCTIONAL DAY (HRS/MIN)
7:15 AM	1:35 PM		1		6:20
7:15 AM	1:50 PM			1	6:35
7:25 AM	1:45 PM			9	6:20
7:25 AM	2:00 PM			1	6:35
7:29 AM	2:00 PM		1		6:31
7:30 AM	2:00 PM		1		6:30
7:35 AM	2:00 PM		2		6:25
8:21 AM	2:43 PM		1		6:22
8:25 AM	2:50 PM		4		6:25
8:30 AM	2:50 PM		4		6:20
8:30 AM	2:50 PM	11			6:20
9:20 AM	3:40 PM	27			6:20
<b>Total Schools</b>		<b>38</b>	<b>14</b>	<b>11</b>	

Source: CCPS transportation department, 2009.

The geography and organization of the school division is largely conducive to efficient bus routing. Elementary, middle, and high schools are organized around defined attendance zones with clear feeder patterns from one grade level school to the next. The schools themselves are generally located in the population centers that follow a northwest-southeast axis on one side of the county. Exceptions to this traditional structure do exist, and have a disproportionate impact on routing efficiency.

Chief among these exceptions is the dedicated transportation provided to a population of students with disabilities. The division manages to mainstream a large number of these students on regular bus runs, but nearly 1,000 students receive specialized or exceptional transportation services. These students are transported to programs that meet their educational needs regardless of their residence. While this represents less than three percent of the total population of transported students, over 18 percent of the active route buses are dedicated to transporting this population. This manifests in the substantial cost differential between general and exceptional transportation, as illustrated in **Exhibit 6-7**.

**EXHIBIT 6-7  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COST DIFFERENTIAL PER STUDENT, GENERAL AND EXCEPTIONAL  
2009-10**

GENERAL EDUCATION	EXCEPTIONAL EDUCATION
\$530	\$4,958

Source: CCPS operating fund expenditure report and route data 2008-09 actual; 2009-10 route data.

The school division also operates a number of other specialized educational programs that create a demand for transportation services to locations outside of the traditional home school boundary structure. Chief among these is a series of specialty centers at each of the division's high schools. Also included are gifted student programs housed at select middle schools. The division manages this transportation with a series of express routes that operate outside of the basic tier structure.

In combination, these specialized programs have the effect of diluting the efficiency of the basic three-tier route structure. The end result is that not all buses can perform three morning and three afternoon bus runs, and more buses are therefore required to operate the system than would otherwise be necessary. These programs also negatively impact service quality by increasing ride times for the affected student populations. Continued growth in these programs will cause further dilution and the need for more creative routing solutions to maintain the overall efficiency and effectiveness of the system.

Nevertheless, the division's routing system is currently providing efficient and effective services. Measures of cost efficiency were provided in **Exhibits 6-2, 6-3, and 6-7**. These compare favorably with peer division averages and national norms. Key measures of routing effectiveness are introduced in **Exhibit 6-8**, and are equally indicative of an effective transportation system although comparison measures are not readily available for peer divisions.

**EXHIBIT 6-8  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
MEASURES OF ROUTING EFFECTIVENESS  
2009-10**

MEASURE	RESULT
Average capacity utilization (regular transportation only)	55%
Average bus run time (regular transportation only)	25 minutes
Average daily runs per bus	4.7

Source: CCPS transportation department, 2009.

Capacity utilization is a measure of how effectively the available seats are being filled on each bus run. The calculation represents an average across all bus runs servicing general education students. The calculation is based on the rated capacity of the bus, and does not account for downward adjustments for planning factors such as allowing only two versus three high school students to a seat. The greater the capacity utilization, the fewer buses will be required and the more efficient the system will become. However, filling more seats results in longer ride times and lowers the quality of service delivery to the students. The division has a significant amount of excess capacity, but has struck an appropriate balance to produce a reasonably cost efficient system while providing a high level of service quality to its students.

This high level of service quality is further evidenced by the average bus run time for regular education bus runs. The absence of a computerized routing software program prevents a calculation of actual student ride times. The average bus run time serves as a surrogate by illustrating the maximum possible student ride time for each bus run. Thus with an *average*

run time of 25 minutes, it can be assumed that the average student ride time is no higher than this.

As previously discussed, not all buses can achieve the theoretical number of three bus runs in each of the morning and afternoon run series. The average number of bus runs will therefore be lower than the theoretical maximum of six. This measure of asset utilization must be evaluated in combination with capacity utilization to gain a sense of overall system performance. We would anticipate that both measures will slowly degrade as more specialized education programs, and concurrent increases in transportation demand, are introduced within the division.

## **FINDING**

There is no routing software or related technology in use to support the development or maintenance of efficient and effective bus routes and schedules.

The department has operated effectively for many years without software, and continues to provide efficient and effective services. However, the continued student population growth in the division, together with the expansion of cross-boundary education programs and tight budgets, is likely to threaten the continued viability of this approach to service delivery. In addition, there will be a demand for information and data to support the monitoring of performance indicators that cannot be satisfied with current procedures and manual data processes.

Manual routing processes are only viable in the CCPS because of three primary factors. First, the core structure of the system whereby the vast majority of students are transported to their assigned local school is still largely intact. Most students still attend their neighborhood elementary schools and then feed logically to the closest available middle and high schools. Coupled with this are common instructional day lengths that facilitate identical morning and afternoon bus runs. Finally, a long-standing practice of establishing “permanent” bus stops allows individual bus runs to remain largely static from year to year. The combination of these factors greatly simplifies the routing problem and allows department management to adjust the route system methodically over time to maintain and increase efficiency without the use of sophisticated software tools.

Pressure has been increasing as new programs are introduced and the division grows with the addition of students and new schools. In addition, the current method of route development and maintenance is dependent on the knowledge and experience of long-tenured senior staff in the department. As growth in student population and cross-boundary programs continue, and new staff are introduced within the senior management ranks of the department, the need for and utility of routing software and related tools will increase. Finally, the need for additional data collection and analysis to support ongoing performance measurement and monitoring (see **Recommendation 6-4**) can only be adequately supported with the implementation of additional technology tools.

Many examples exist within other Virginia school divisions where the use of technology to support increasingly complex transportation networks has become the norm. Two relevant examples include Virginia Beach City Schools within the peer comparison group, and

Fairfax County Schools that operates the largest and most complex student transportation system in the Commonwealth.

**RECOMMENDATION 6-5:**

**Develop a manageable timeline and specific plan for the transition to the use of routing software and related technology.**

The department should utilize the window of opportunity created by the efficiency and effectiveness of the current system to carefully plan for the expenditures, and organizational and process changes that will be required to make a successful transition to technology-assisted transportation services. Operations today are in a steady state with safe, effective, and efficient services being delivered. The focus of department management and the senior administration of the division should be on maintaining and improving on this performance even as the division grows, and the transportation services required to meet changing educational demands expands. Incorporating technology will assist in making this transition while controlling the overall cost of transportation services.

This recommendation will require investment in software, organization, and processes. The department's organization and staffing is currently optimized to its manual processes and decentralized approach to service delivery. With the infusion of technology, the division may find that this is no longer appropriate. Before investing in software, the division should determine an appropriate organization structure and service delivery approach. For example, consideration should be given to establishing a central route planning function instead of perpetuating the distributed approach currently followed. Also, the division may realize additional utility by assigning a full time operations analyst to mine data and provide a central focus to reporting and performance tracking. Determining the required organizational changes should occur prior to the software acquisition to ensure that appropriate tools are acquired to support the desired organization.

Integral to the organization redesign will be a reconsideration of operational processes. The software should be considered a tool; simply a means to an end. Just automating existing processes will not yield significant benefit. A process redesign effort that considers the capabilities of the software products currently on the market will help to ensure that the division receives maximum value from its investment.

**FISCAL IMPACT**

The initial cost of acquiring a full featured routing software package, together with ancillary software modules to enhance its utility and associated hardware and training, is likely to exceed \$200,000. In addition, the division should be prepared to incur annual maintenance fees of 10-15 percent of the original license fee.

Taken together, the cost of software, hardware, and training together with staff time and outside assistance for organization and process redesign will require a significant investment of time and resources. The total cost for software, hardware, and services is estimated at approximately \$360,000 over five years. However, while it is not specifically quantifiable for the CCPS without significant additional analysis, our experience indicates that significant long-term benefits will be gained by making this transition. In addition, we are aware of one prior study that has examined this question in detail. In a 2008 report for the Pennsylvania Association of School Business Officials (PASBO), a student transportation



benchmarking survey<sup>1</sup> indicated a significant difference in cost performance for districts that utilize routing software. In this survey, 61 percent of 241 respondents utilized routing software and reported an average annual cost per student of \$618 versus \$736 for those that did not utilize software, a 16 percent difference. The planning portion of the transition should be conducted over the first year, with software implementation planned for year two. The total cost by year is therefore estimated as follows:

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Develop a Plan for Transition to the Use of Routing Software and Related Technology	(\$50,000)	(\$250,000)	(\$20,000)	(\$20,000)	(\$20,000)

**FINDING**

The current approach to scheduling, tracking, and administering special bus trips is inefficient and inequitable to department staff.

School buses and department personnel are used to support numerous special trips including educational field trips, athletic events, and others. Currently, the scheduling of these trips is handled on an ad hoc basis directly between the school building administrators responsible for the trip and individual bus drivers. While these activities are constrained by a requirement that trips cannot interfere with a driver’s regular route responsibilities, this approach causes major concerns regarding the overall safety, equity, and management of this important function.

The costs for these trips are recorded and compensated using separate planning and payroll forms. This would facilitate accurate and complete accounting, but the division does not utilize an activity-based approach to this function. Rather, all transportation costs, including those for special trips, are accumulated in the department budget and expenditure history. When internal charges are levied on other departments for these trips, any chargeback revenue received is returned to the general fund, not to transportation. The end result is that transportation costs are overstated, and inaccurate assessments of performance can result.

A more appropriate technique is to utilize technology and accounting tools to determine accurate and complete costs for the provision of special transportation trips, including fully allocated labor, capital, and operational costs. Once determined, these costs should be assessed to user departments on a unit-cost basis. Inter-departmental transfers should be accounted for in such a way that the proceeds are returned to the transportation fund to fully offset the costs incurred.

**RECOMMENDATION 6-6:**

**Redesign special trip planning, management, and accounting processes.**

Planning and scheduling of special trips should be administered through each area office and be placed under the auspices of the area assistant directors. This will facilitate an

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<sup>1</sup> PASBO Student Transportation Benchmarking Survey, May 2008, page 11.

appropriate control point to ensure that bus use is appropriate, and that all drivers are treated equitably in the assignment of special trips. In addition, this will facilitate the accurate accounting of bus use and cost for this form of transportation. Consideration should be given to adding a field trip management module to the software acquisition in **Recommendation 6-5**.

**FISCAL IMPACT**

Implementation of this recommendation will add to the cost of software, hardware, training, staff time, and outside assistance itemized in **Recommendation 6-5**. This assumes that implementation will proceed on a similar timeline. We estimate the total marginal cost to be approximately \$18,000 over five years. The total cost by year is estimated as follows:

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Redesign Special Trip Processes	(\$5,000)	(\$10,000)	(\$1,000)	(\$1,000)	(\$1,000)

**6.4 Training and Safety**

Safe transportation operations are of the utmost concern in any school system. The division transports more than 42,000 students twice daily on approximately 500 buses. Ensuring that safe operating practices are followed at all times, and that all bus operations personnel are properly and completely trained is a primary responsibility of all department personnel.

Department operations must be designed to support the core safety objective. Every employee has a responsibility in this regard, and a successful safety program constantly reinforces this responsibility so that it becomes a constant reminder as employees execute their daily responsibilities. This begins with a strong initial training program, continues with regular in-service training, and is reinforced through the daily actions and activities of department managers and supervisors.

**FINDING**

The transportation department emphasizes the importance of proper training and safe bus operations through the inclusion of a separate unit within the organization structure headed by an assistant director of training and safety. The overall training program complies with all statutory requirements for initial and in-service training programs. Initial bus driver training is provided by the assistant director and a corps of regular in-service bus drivers of long tenure in the division and with exceptional driving records. The six area assistant directors ensure safety on a daily basis through their oversight of operations.

The assistant director of training and safety has no other day-to-day responsibilities outside of safety and training. This position is responsible for much of the classroom portion of initial driver training, for administering the oversight of accident response and investigation, and for working with the area assistant directors on safety oversight and in-service training. This is an appropriate division of responsibility.

The driver training program is a well organized and comprehensive program with complete documentation. The classroom and on-road portions of the training utilize a comprehensive training guide that covers all aspects of the drivers' responsibilities. The eight training units include:

- Driver's role and responsibilities.
- Passenger conduct.
- Pre-trip and post-trip responsibilities.
- Driving fundamentals.
- Loading and unloading passengers.
- Accidents and emergencies.
- Detecting hazards.
- Transit buses.

On-road training is provided by a corps of seasoned bus drivers who provide this service as an adjunct to their regular route driving responsibilities. This ensures that trainees receive the benefit of real-world driving experience as they learn their jobs. This is an effective means of providing this training.

Area assistant directors support the training and safety mission through the conduct of required twice-annual in-service training for their assigned staff and drivers. The subject matter for these training sessions varies, and is left to the judgment of the assistant director. They also provide on-road supervision and auditing of driver performance.

The department actively participates in a county-based accident review board. This standing committee reviews all school bus accidents for the purpose of determining cause and whether the driver should be disciplined, retrained, or suspended. This is an excellent mechanism for ensuring that the department and its drivers learn from their mistakes and do everything possible to avoid similar problems in the future.

**COMMENDATION 6-D:**

**The department's safety and training program is exemplary.**

Maintaining focus on this critical aspect through the assignment of an assistant director of training and safety position, and through the use of a corps of regular drivers with excellent records as part-time trainers, represents a best practice.

**6.5 Vehicle Maintenance**

Vehicle maintenance, repair, and replacement planning is an internal service that supports the delivery of transportation services by ensuring the availability of a safe and reliable bus fleet. Within the division, this is a shared responsibility with county staff providing all maintenance and repair services while the division continues to plan for the timely replacement of individual buses. The county charges the school division for the services it provides.

## **FINDING**

Maintenance and repair services are provided to the division under the terms of a written memorandum of understanding (MOU) between the Chesterfield County School Board and the Chesterfield County Board of Supervisors. The MOU supersedes an earlier fleet maintenance agreement that was the governing document for this relationship since 1992. The MOU has been approved by the school board, but not yet by the board of supervisors.

The MOU as drafted is a comprehensive document that establishes an appropriate legal framework for this inter-governmental provision of services. The core agreement establishes broad definitions for the services that will, and will not, be provided to the school division by the county's fleet management division. Specifically, Article 2 of the agreement establishes the responsibilities of each party, including such key aspects as:

- Definition of services to be provided.
- Standards for quality of service.
- Authority of key staff for both the service provider (county) and purchaser (school division).

The core document goes on to define the parameters of the agreement and the responsibilities of each party as it applies to key elements of service delivery. This includes aspects such as:

- Pre- and post-trip inspections.
- Emergency road service.
- After-hours service.
- Fueling.
- Use of facilities.

Most importantly, the core document also clearly addresses how the cost of the services provided will be identified and billed to the school division.

The core agreement is supplemented with a series of appendices and attachments that contain time-sensitive information and expansions to the terms of the agreement. For example, a detailed service level agreement for the first year of the program is appended to the MOU. This approach facilitates a regular monitoring and update to the agreement to redefine service levels each year or as circumstances demand without having to rewrite the core agreement itself. The service level agreement addresses critical aspects of how the MOU will be implemented in practice, including:

- Identifying how maintenance services will be provided, prioritized, and recorded.
- Identifying the circumstances under which the customer (school division) must be contacted for approval before services are provided.

Attached to the service level agreement are two documents that clearly define the services and the rates to be charged for the services provided.

**COMMENDATION 6-E:**

**The memorandum of understanding for the provision of fleet maintenance and repair services between the county and the school division is exemplary.**

The approach whereby a core agreement that defines a perpetual legal framework for the arrangement, coupled with an appended specific service level agreement that allows for annual adjustments and customization, provides an excellent framework for a fair and equitable long-term arrangement.

**RECOMMENDATION 6-7:**

**Promptly and properly execute the memorandum of understanding for the provision of fleet maintenance and repair services between the Chesterfield County School Board and the Chesterfield County Board of Supervisors.**

**FISCAL IMPACT**

There is no fiscal impact to the school division for this recommendation.

**FINDING**

Division budgeting and capital expenditure planning processes do not facilitate a regular program of school bus replacement and fleet expansion. There has been a precipitous drop in capital outlays for fleet replacement over the past several years, with expenditures of more than \$5 million dropping to zero in the current budget year. The actual number of buses replaced and added to the fleet in the past ten years is illustrated in **Exhibit 6-9**.

**EXHIBIT 6-9  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
BUS FLEET REPLACEMENTS AND ADDITIONS  
2000-09**

<b>YEAR</b>	<b>REPLACED</b>	<b>ADDED</b>
2000	23	18
2001	17	
2002	17	
2003	35	26
2004	26	
2005	5	10
2006	48	
2007	63	
2008	78	
2009	49	
<i>Average Annual</i>	36	5

Source: CCPS transportation department, 2009.

There are two primary points evident from this exhibit. At an average of 36 buses per year and a nominal fleet size of 500 buses, the division is replacing buses every 14 years on average. Second, there is a significant amount of variability in the number of units replaced

year-to-year. Of these two, the second point is of utmost concern. A 14-year replacement cycle, while relatively long, is workable in the Chesterfield County geographic area. Virginia may even be moving toward a 15 year standard if the Governor's recommendations are accepted during the next general assembly. However, it is incumbent on the division to ensure that this cycle, whether 14 or 15 years, is strictly adhered to, and not to allow replacements to be deferred indefinitely.

Deferring fleet replacement will result in higher operational costs and service disruptions due to vehicle breakdowns. Also, deferring fleet replacement expenditures does not avoid these costs. Rather, deferring necessary fleet replacement in one year only increases the requirements in subsequent years. The longer expenditures are deferred, the harder it becomes to regain and sustain an appropriate average fleet age in future years. The important element to recognize here is that determining an appropriate replacement cycle in years for each class of bus is secondary to adherence to the established replacement schedule.

**RECOMMENDATION 6-8:**

**Develop a comprehensive and sustainable bus fleet replacement program.**

This program should address the long-term fleet replacement needs of the department. It should identify a specific replacement policy for each class of vehicle (type of bus), identify the specific replacement year and projected cost of each vehicle, and provide for a funding mechanism that reduces the peaks and valleys in the year-to-year expenditure requirement, and ensures that each unit will be replaced on time.

**FISCAL IMPACT**

Assuming that the current average fleet replacement cycle of 14 years will be sustained, the overall cost to the division should be unchanged from the long term average for the past ten years. If a 15-year replacement standard is implemented, the division will benefit in the short term by facilitating further replacement deferral of capital replacement expenditures. However, with the fleet average already at 14 years, this benefit will not be significant. In either case, this program will require the commitment of a steady stream of capital expenditures over the long term to sustain an appropriate fleet average age.

## **7.0 FOOD SERVICES**

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## 7.0 FOOD SERVICES

This chapter presents the findings, commendations, and recommendations regarding the management and operational functions of the food service department of Chesterfield County Public School (CCPS). The areas of review include:

- 7.1 Organization and Staffing
- 7.2 Marketing and Participation
- 7.3 Financial Management

### CHAPTER SUMMARY

During the review, MGT examined a wide variety of documentation including policy and procedure handbooks, personnel records, training logs, participation data, financial records, customer surveys, purchasing documents, organizational charts, and position descriptions. MGT conducted interviews with all central office personnel in the food service department, the assistant superintendent of business and finance, school based administrators, staff, and students. These activities allowed MGT to gain insight into the operational routines of the department, make recommendations, and identify commendations.

The CCPS food service department serves approximately 4,000 breakfast and 23,000 lunches each day. In addition to providing meals through the United States Department of Agriculture's (USDA) National School Lunch (NSLP) and Breakfast Programs (SBP), a wide variety of a la carte and vended items are offered. Meals are offered in all 64 schools to over 58,000 students.

The food service department operates full service kitchens in 38 elementary schools, 14 middle schools, 11 high schools, and one technical center. Twenty-four percent (24 percent) of elementary and middle school students qualify for free or reduced price meals under USDA's federally funded program. Two high schools participate in the federally funded SBP, and no high schools participate in the NSLP. In addition to participating in the NSLP and SBP, the division receives USDA commodity foods.

The food service department has created numerous commendable practices that meet or exceed either industry standards or acknowledged best practices. The following practices are commended in this chapter:

- CCPS food service department is commended for its above average standard for computing meals per labor hour, which has resulted in substantial cost savings (**Commendation 7-A**).
- The food service department is commended for developing a menu to meet the nutritional needs of a growing number of students with special dietary needs (**Commendation 7-B**).
- The food service department is commended for creating a self-sufficient operation that contributes to the overall financial well being of the division (**Commendation 7-C**).



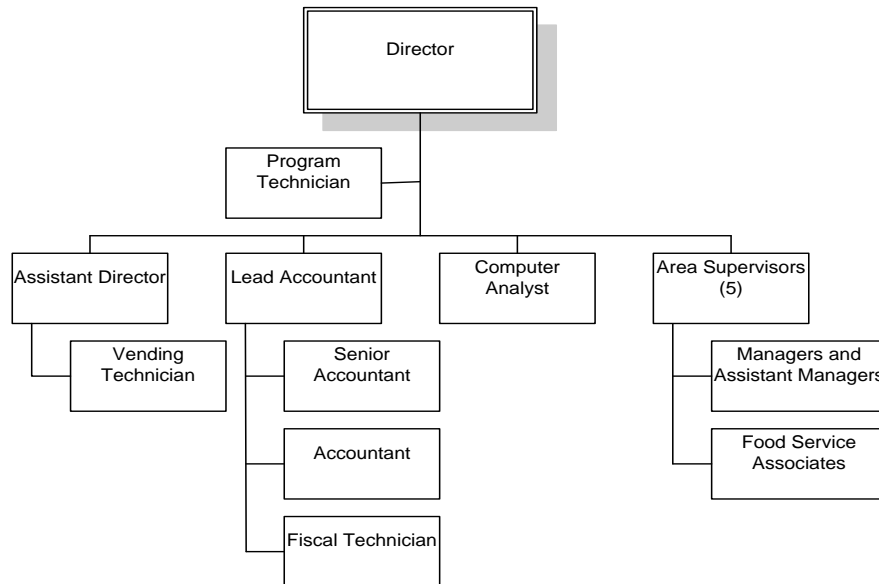
In addition to these areas of commendations, there are operational and management issues that the department needs to address. MGT's recommendations include:

- Reorganize the food service department to effectively utilize staff (**Recommendation 7-1**).
- Create an aggressive marketing plan involving students, parents, teachers, food services staff, and members of the community to increase participation in food programs (**Recommendation 7-2**).
- Utilize staggered meal service times to increase revenue and student participation (**Recommendation 7-3**).
- Consider participation in the National School Lunch Program in secondary schools (**Recommendation 7-4**).
- Develop and analyze a school nutrition program budget to fulfill financial goals (**Recommendation 7-5**).
- Create a plan to reduce the excess fund balance through program enhancements and improvements (**Recommendation 7-6**).

### **7.1 Organization and Staffing**

The director of CCPS Food and Nutrition Services reports to the assistant superintendent of, business and finance. In addition to the director, other staff includes an assistant director, an accounting section, a computer analyst, a vending technician, five supervisors, 63 managers, 18 assistant managers, and 345 food service associates. **Exhibit 7-1** shows the organizational structure of the food service department.

**EXHIBIT 7-1  
CURRENT ORGANIZATIONAL CHART  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
FOOD AND NUTRITION SERVICES  
2009-10 SCHOOL YEAR**



Source: Chesterfield County Public Schools, food and nutrition services department, 2009.

**FINDING**

The food service department is not organized to maximize the professional abilities of staff.

The food and nutrition service department maintains a hierarchical structure led by a director who has nine direct reports as seen in **Exhibit 7-1**. The director is the immediate supervisor for most central office staff. While the director has done a commendable job managing the current organization, the results of this study will require a new focus of attention.

Currently, the assistant director’s primary responsibilities include purchasing, commodities, and vending. While there is considerable cross training and support for essential positions within the department, the assistant director should be responsible for a broader scope of supervision to insure the continued flow of work processes and to serve as backup to the director. According to the current position description of the assistant director it allows for supervision of all full- and part-time food and nutrition employees.

In addition to restructuring the responsibilities of the assistant director, the division needs to review the accounting section within the food service department. Within accounting, there is a lead accountant who is the supervisor for all accounting activity, a senior accountant who is responsible for payroll and vending, an accountant who is the official back up to the lead accountant and prepares monthly financial reports, and the Free and Reduced Price Application fiscal technician.

According to interviews with staff and review of position responsibilities and descriptions, the accountant is charged with a great deal of responsibility. Although this position has more responsibilities and more tasks to complete than the senior accountant it is not financially compensated at the same level as the senior accountant. The position of the senior accountant is a grade level 38, and the position of the accountant is grade level 37.

All accounting staff are involved in a multitude of menial tasks that divert attention away from primary duties. During the evaluation of the position descriptions, interviews, and physical observation, accounting staff opens mail, organizes payroll sheets, receives and files employee data forms, organizes labor hour sheets, organizes invoices, enters electronic data, files deposit slips, prints attendance reports, prints meal records, and other basic tasks. These are duties that can be assigned to a newly created secretarial position and allow the accountants to concentrate on accounting functions.

The fiscal technician belongs in the accounting section by title only. This position is responsible for processing free and reduced price applications, verification of free and reduced price applications, updating student eligibility, and maintaining eligibility files. The supervision of the fiscal technician by the lead accountant is a distraction to the function of the lead accountant. The fiscal technician will assist in other areas, such as accounting, as needed; however, the main function of this position is the oversight of student eligibility.

Effective measures to improve these situations involve restructuring the food service department. In order to enable the food service director with the ability to focus on marketing, participation and financial management discussed later in this chapter, the computer analyst should be moved to a direct report of the assistant director. As a course to improve the assistant director's scope of responsibility, the fiscal technician responsible for processing free and reduced price meal applications needs to be a direct report.

To balance the inequities between the senior accountant and the accountant, the position of the accountant is better reclassified and upgraded to a grade level 38. This position, which provides primary back up to the lead accountant, should be compensated accordingly. The food service department needs a clerk position level to complete basic organization functions within the accounting section. This position would also allow the accountants additional time to complete assigned tasks that involve significantly more responsibility and decision making ability.

As an example for the accounting structure, Hampton City Schools, Virginia, utilizes an accountant clerk to complete rudimentary tasks as part of the accounting section of its food service department and has the free and reduced clerk separated from the accounting section. Regarding the responsibilities of the assistant director, Norfolk Public School, Virginia, employs high level administrators within the food service department with a more equitable division of responsibilities.

#### **RECOMMENDATION 7-1:**

##### **Reorganize the food service department to effectively utilize staff.**

The fiscal technician in charge of processing free and reduced price applications and the computer analyst should report directly to the assistant director. This move will provide the assistant director with a wider scope of control within the department and allow the

director to focus on other recommendations. In addition, an accounting secretary should be employed to perform uncomplicated tasks, thereby allowing the accountant to focus on essential duties. Finally, the accountant should be upgraded to a senior accountant to be compensated for greater responsibility.

**FISCAL IMPACT**

This recommendation can be implemented by hiring an accounting secretary for seven hours a day for 185 days at \$14.74 per hour. The total cost would be calculated at seven hours per day multiplied by the hourly rate of \$14.74 for a daily rate of \$103.18, multiplied by 185 days equals \$19,088.30, multiplied by 37.8 percent for benefits for an annual total of \$26,304 for this position.

The upgrade of the accountant position is based on the minimum pay grade of each position. The total cost is determined by calculating the difference in pay of the two grades which is \$18.55 per hour for an accountant subtracted from \$20.40 per hour for a senior accountant, which equals \$1.85 per hour. This is then multiplied by eight hours per day for a daily difference of \$14.80, multiplied by 260 work days for a total of \$3,848 multiplied by 37.8 percent for benefits for a grand total \$5,304 of per year.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Hire Accounting Secretary Position	(\$26,304)	(\$26,304)	(\$26,304)	(\$26,304)	(\$26,304)
Upgrade Accountant to Senior Accountant Position	(\$5,304)	(\$5,304)	(\$5,304)	(\$5,304)	(\$5,304)

**FINDING**

The calculation used for computing meals per labor hour (MPLH) by the CCPS food service department exceeds the Commonwealth and industry standards.

Meal equivalents (ME) are used to determine the amount of labor needed to prepare and serve the number of meals sold each day. Conversion factors use lunch as the standard for one ME and dictate how many breakfasts equal one lunch, and how many a la carte dollars equal one lunch as shown in **Exhibit 7-2**. According to the Virginia Department of Education’s Web site, 14-20 MPLH is the standard goal.

**EXHIBIT 7-2  
MEAL EQUIVALENTS AND MEALS PER LABOR HOUR CALCULATIONS**

MEAL TYPE	CONVERSION FACTOR	MEAL EQUIVALENTS (ME)
# Lunches Per Day _____	X 1	= _____
# Breakfasts Per Day _____	X .66	= _____
A la carte \$ Per Day _____	÷ 2.765	= _____
Add Total Meal Equivalents by Category	Total	_____ Total ME
To Determine MPLH Per School: ME Per Day ÷ Total Labor Hours Per Day = _____ MPLH		

Source: National Food Service Management Institute, 2008.

The food service department has determined a more rigid standard resulting in the successful control of labor costs. The department has determined that three breakfasts equal one lunch, \$8.00 of elementary a la carte is equal to one lunch, \$5.00 of middle school a la carte is equal to one lunch, and \$3.00 of secondary a la carte is equal to one lunch. **Exhibit 7-3** illustrates the difference in the industry standard calculation and the CCPS standard. As seen, the industry standard produces a higher number of meals per labor hour which equates to greater efficiency. Because the food service department has created a higher standard, labor costs are well under control and represent 32 percent to 33 percent of total revenue over the last two years. The department has employed more three and four hour staff to reduce labor costs. The industry standard is to maintain labor costs at 40 percent of revenue.

**EXHIBIT 7-3  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
COMPARISON OF MEAL EQUIVALENT CALCULATIONS  
2008-09**

SCHOOL NAME	LABOR HOURS	DIVISION CALCULATIONS	MGT CALCULATIONS
Bellwood	20.5	23.3	26.97
Benlsey	33	21.7	23.89
Beulah	26	20.1	21.78
Bon Air	16	20.6	22.77
Chalkley	34.5	21.8	24.68
Christian	29.5	20.7	21.94
Clover Hill ES	23.5	20.0	24.67
Crenshaw	27	20.4	22.01
Crestwood	19	22.2	26.04
Curtis	22.5	21.5	24.35
Davis	25.5	20.4	22.88
Ecoff	25	19.6	22.70
Enon	18.5	17.2	19.21
Ettrick	25.5	21.1	23.42
Evergreen	24.5	21.9	23.54
Falling Creek ES	30	18.6	21.17
Gates	27	19.2	21.14
Gordon	15.5	16.3	18.42
Grange Hall	20.5	21.7	25.60
Greenfield	15.5	17.3	22.65
Harrowgate	23.5	19.5	22.63
Hening	32.25	21.9	24.80
Hopkins	25.5	22.5	24.82
Jacobs	24.5	22.6	23.68
Mataoaca ES	22.5	17.3	19.51
Providence ES	22.5	21.2	23.73
Reams	23.5	18.0	20.11
Robious ES	15.5	17.6	20.76
Salem ES	26.25	17.3	19.19
E. Scott	25.5	23.0	25.73
Smith	25	18.5	20.92
Spring Run	26.5	16.9	21.53
Swift Creek ES	19.5	19.0	21.26
Watkins	18.5	21.0	25.00
Weaver	18.5	18.7	22.34
Wells	22.5	20.9	24.40
Winterpock	19.5	21.5	24.48
Woolridge	16.5	21.0	24.46
Bailey Bridge	54	18.7	21.75
Carver	37	15.3	19.90
Chester	26.25	19.2	21.67

**EXHIBIT 7-3 (Continued)**  
**CHESTERFIELD COUNTY PUBLIC SCHOOLS**  
**COMPARISON OF MEAL EQUIVALENT CALCULATIONS**  
**2008-09**

SCHOOL NAME	LABOR HOURS	DIVISION CALCULATIONS	MGT CALCULATIONS
E. Davis MS	33.5	16.6	19.88
Falling Creek MS	44.25	22.0	24.59
Manchester MS	47	22.4	23.84
Matoaca MS	45	18.3	22.06
Midlothian MS	31.5	17.7	21.81
Perrymont	6	12.6	14.58
Providence MS	36.5	20.1	22.16
Robious MS	31.5	17.1	18.21
Salem MS	38	18.1	22.54
Swift Creek MS	34.5	16.0	18.28
Tomahawk	32.5	16.4	19.98
Bird	52.5	18.9	18.49
Clover Hill HS	41	17.2	17.73
Cosby	44.5	20.8	23.11
James River	45.5	11.6	12.7
Manchester HS	61.25	18.3	16.73
Matoaca HS	49	17.0	17.00
Meadowbrook	52.5	18.5	15.77
Midlothian HS	43.75	13.4	14.18
Monacan	45.5	15.2	14.2
Thomas Dale	54.5	23.3	22.26
Community	10.5	11.7	4.53

Source: MGT of America, Inc., based on data printed by Chesterfield County Public Schools, November 2009.

**COMMENDATION 7-A:**

**CCPS food service department is commended for its above average standard for computing meals per labor hour, which has resulted in substantial cost savings.**

**7.2 Marketing and Participation**

Marketing to increase participation and perception of school food service is an integral activity to program success. Food service departments need to have a marketing program in place along with long-term goals to increase participation or ensuring the program stays knowledgeable of current marketing trends. A progressive marketing strategy ensures program profitability for the long term.

**FINDING**

The food service department does not have a comprehensive marketing plan designed to increase student participation.

Interviews with staff, site visits to schools, and the results of the MGT survey, **Exhibit 7-4**, indicate there is perception of low food quality and poor nutrition. Marketing is limited to published menus and a page on the division’s Web site. There is no overall marketing plan with goals to increase participation, target specific items, showcase best practices, or provide nutritional information.

**EXHIBIT 7-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SURVEY RESPONSES REGARDING FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	27/65	30/44	33/32
2. The food services department encourages student participation through customer satisfaction surveys.	6/91	10/37	10/20
3. Cafeteria staff are helpful and friendly.	41/56	74/11	67/9
4. Cafeteria facilities are clean and neat.	56/44	94/3	81/2
5. Parents/guardians are informed about the menus.	53/47	77/1	63/4

Source: MGT of America, Inc. survey 2009.

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

The responses to the survey illustrate that 65 percent of central office staff, 44 percent of principals and assistant principals, and 32 percent of teachers feel the food is not nutritious and appealing.

Marketing can be an inexpensive method of increasing participation and improving public perception of the child nutrition programs. Without intentional marketing efforts, many parents, students, and staff are unaware of the benefits of eating healthy school meals, and participation suffers as a result.

By marketing its NSLP and SBP operation, the division will increase participation, thereby meeting the goals of the programs, which are to provide nutritious meals for economically needy students. In addition, providing more meals allows the department to purchase food in larger quantities, thereby decreasing costs and increasing effective stewardship of funds.

**RECOMMENDATION 7-2:**

**Create an aggressive marketing plan involving students, parents, teachers, food services staff, and members of the community to increase participation in food programs.**

The food service department should use a well developed marketing campaign to advertise the quality standards, showcase nutrition information, and improve quality standards where needed.



Norfolk City Schools in Virginia has utilized effective marketing plans to sustain positive perceptions of its food services program. For example, the division branded its products, developed a marketing strategy, and evaluated the results. Memphis City Schools in Tennessee utilized a marketing company to overhaul its food service image to increase participation with a seven week marketing program. Orange County Public Schools in Florida hired a marketing company to revitalize its formerly institutionalized food service program. Existing staff and students were used to market the new look of school lunch. The program was so successful that participation increased 40 percent and the Florida district won a Best Practices Award from USDA in September 2009.

**FISCAL IMPACT**

Marketing consultants vary in how much they charge for services. A reasonable estimate based on similar services is approximately \$50,000 for services, expenses, and merchandise. One nationally recognized school food service marketing company with 20 years of marketing experience, charges \$2,000 per week for consulting fees in addition to travel expenses and marketing materials. Materials include online surveys, merchandising materials, small wares, and training supplies. The typical marketing campaign lasts six to eight weeks with follow up conducted as needed. The fiscal impact chart below illustrates liberal estimates of the eight week marketing campaign.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Hire Marketing Consultant	(\$20,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)
Marketing Materials	(\$25,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)
<b>Total Cost</b>	<b>(\$45,000)</b>	<b>(\$16,000)</b>	<b>(\$16,000)</b>	<b>(\$16,000)</b>	<b>(\$16,000)</b>

**FINDING**

A gluten-free menu has been created for students with celiac disease and/or gluten intolerances.

The food service department recognizes there are children with special dietary needs and that offering a gluten free menu meets the needs of many of its customers. This specialized menu was created by the department’s nutritionist and analyzed for its nutritional content to ensure it meets USDA nutritional requirements. A sample of the CCPS gluten free menu is shown in **Exhibit 7-5**.

**EXHIBIT 7-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
GLUTEN FREE MENU  
2009-10**

MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY
Hot Dog on Gluten Free Bun	Grilled Cheese Sandwich on Gluten Free Bread	Soft Taco on Corn Tortilla	Ham and Cheese Wrap on Corn Tortilla	Chicken Filet on Gluten Free Bun
Chef Salad with Cheese	Chef Salad with Cheese	Chef Salad with Ham and Cheese	Chef Salad with Cheese	Chef Salad with Turkey and Cheese
Baked Beans	Yogurt, Cheese, and Caramel Rice Cakes	Yogurt, Cheese, and Caramel Rice Cakes	Yogurt, Cheese, and Caramel Rice Cakes	Yogurt, Cheese, and Caramel Rice Cakes
Tossed Salad	Vegetable Soup	Corn	Fresh Veggies	Peas
Fruit	Fresh Veggies with Dip	Tossed Salad	Seasoned Potato Half	Tossed Salad
Juice	Fruit	Fruit	Juice	Fruit
Milk	Milk	Milk	Milk	Milk

Source: Chesterfield County Public Schools, food service department, 2009.

**COMMENDATION 7-B:**

**The food service department is commended for developing a menu to meet the nutritional needs of a growing number of students with special dietary needs.**

**FINDING**

Two secondary schools utilize a one-hour lunch period, which negatively impacts profitability.

In order to provide an alternative time for clubs, groups, and organizations to meet and for student tutoring, two schools have implemented a one-hour lunch period. This schedule has significantly reduced the profitability of the food service department of each of these schools.

James River High School, with approximately 2,000 students, generates approximately \$.78 per day/per child in revenue. However, Cosby High School, with approximately 2,000 students, generates an average of \$1.49 per day/per child in revenue. This is a difference of \$.71 per day/per child for a total of \$1,420 per day or \$29,024 lost revenue per month at James River High School. Cosby High School utilizes staggered meal service times to service students during lunch. The resulting total lost income is calculated by multiplying \$1,420 per day by 180 days for a result of \$255,600 per year.

At Matoaca High School, with an enrollment of approximately 1,700 students, the average revenue is \$1.49 per day/per child; however, at Bird High School, also with an enrollment of approximately of 1,700 students, the average revenue per day/per child is \$1.58. Bird High School utilizes staggered meal service times to feed students during lunch. The difference in revenue is \$.09 per day/per child, which results in a loss in

revenue of \$153 per day or \$3,099 per month at Matoaca High School. The resulting per year lost income is calculated by multiplying \$153 per day by 180 days for a result of \$27,540 annually.

**RECOMMENDATION 7-3:**

**Utilize staggered meal service times to increase revenue and student participation.**

One hour lunch periods negatively impact the finances for the food service program at both James River High School and Matoaca High School. Other schools of similar size generate more revenue and add to the profitability of the food service department.

The division should implement staggered meal service times to provide adequate time to prepare and serve meals to students.

**FISCAL IMPACT**

Implementing staggered meal service times will increase the revenue generated at the secondary level by approximately \$283,140 per year. In addition, it will ensure students are provided the opportunity to receive a nutritious lunch. The chart below shows the sum, of the possible revenue, of \$255,600 from James River High School added to the sum of the total revenue of \$27,540 from Matoaca High School.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Utilize Staggered Meal Service Times to Increase Revenue and Participation	\$283,140	\$283,140	\$283,140	\$283,140	\$283,140

**FINDING**

Secondary schools do not participate in the federally funded NSLP.

The food service department has not participated in the NSLP at the secondary level in at least 15 years. The division made the decision to terminate the program because it was more profitable to operate the secondary schools as a la carte offerings only. Children who bring official notification of food stamp or other federal assistance based on income are provided meals at no cost and the department absorbs the cost of those meals. A financial review shows the department has made enormous profits on the a la carte offerings in secondary schools. However, current trends show a 10 percent increase in free lunch daily participation from 2008 to 2009 indicating more free lunch eligible students.

Participation in the NSLP and SBP equates to more federal and state funding through increased commodity food entitlements and reimbursement funds. In addition, providing free and reduced price meals to eligible students is a valuable community service that may also improve the public perception of the food service program. Since there is no hard data on which to base expectations, **Exhibit 7-5** provides a modest estimate of

increased revenue through participation in the NSLP as determined by enrollment and current percentage of economically needy in elementary and middle schools. The total enrollment was multiplied by 20 percent to determine the free enrollment and by 5 percent to determine the reduced price enrollment. Each product was then multiplied by a conservative 35 percent participation rate, then the total participation rate was multiplied by the federal reimbursement rates for each eligibility category (i.e., free, reduced price, and paid). For example, the enrollment at Bird High School was 1,787 students during the 2008-09 school year. This number was multiplied by 20 percent which produces 357 estimated free eligible students. To determine the number of reduced price eligible students, the enrollment was multiplied by 5 percent, which produces 89 eligible students. The remainder of the students, 1,341, would be considered eligible for paid meals. The number of eligible students category (i.e., free, reduced, paid) were then multiplied by the current federal reimbursement rates for each category: \$2.68, \$2.28, \$.25 respectively. The calculation is 357 free eligible students multiplied by 35 percent participation rate resulting in a product of 124 students per day participating in the NSLP. This number is then multiplied by the free reimbursement rate of \$2.68 resulting in \$332 reimbursement per day.

**EXHIBIT 7-5  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
PROJECTED INCREASE IN FEDERAL REIMBURSEMENT  
THROUGH SECONDARY PARTICIPATION IN THE NSLP**

SCHOOL	ESTIMATED FREE REIMB*/DAY	ESTIMATED REDUCED REIMB*/DAY	ESTIMATED PAID REIMB*/DAY	ESTIMATED DAILY REIMB*
Bird HS	\$332	\$70	\$114	\$516
Clover Hill HS	\$248	\$7	\$102	\$357
Cosby HS	\$33	\$33	\$125	\$192
James River HS	\$143	\$36	\$134	\$313
Manchester HS	\$137	\$34	\$129	\$300
Matoaca HS	\$121	\$30	\$113	\$264
Meadowbrook	\$136	\$34	\$127	\$296
Midlothian HS	\$103	\$26	\$97	\$226
Monacan HS	\$97	\$24	\$91	\$213
Thomas Dale	\$170	\$43	\$159	\$372
Community HS	\$24	\$6	\$22	\$52
<b>TOTAL REIMBURSEMENT/DAY</b>				<b>\$3,101</b>
<b>TOTAL REIMBURSEMENT/MONTH (20 Days)</b>				<b>\$62,020</b>

Source: Created by MGT of America, Inc., 2009.

\*REIMB = Reimbursement.

The increased revenue will also provide financial support for the additional clerk position (see **Recommendation 7-1**). Increased revenue provides the department with the financial stability needed to improve the child nutrition programs as well.

**RECOMMENDATION 7-4:**

**Consider participation in the National School Lunch Program in secondary schools.**

The first phase of implementation of the NSLP is to notify the Virginia Department of Education of the intent to participate. The division must apply for approval through the state agency prior to implementation of the federally reimbursed program.

Through thorough marketing, as described in **Recommendation 7-2**, the food service department will be able to determine the need for the federal program in the secondary schools.

**FISCAL IMPACT**

Participation in the NSLP is an efficient way to increase revenue within the food service department. Since the department is already processing free and reduced price meal applications and providing meals that meet USDA requirements, there is no additional cost associated with this recommendation. As shown in **Exhibit 7-5**, the average daily federal funding for secondary schools participating in the NSLP would be \$3,101 per day. This figure, when multiplied by 180 school days, results in an annual increase of \$558,180 in revenue as shown below

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Participate in the NSLP in Secondary Schools	\$558,180	\$558,180	\$558,180	\$558,180	\$558,180

**7.3 Financial Management**

The food service department is already creating a positive fund balance, and staff understands how to control costs and utilize resources. The process of developing the budget allows food service directors to use the budget as a control document to fulfill the financial goals of the department and the division.

**FINDING**

CCPS food service department has limited involvement in the annual planning and budgeting process.

The entire budget process for the food service department is done in the budget department. A budget officer contacts food service staff to determine any anticipated large purchases; however, there is no other involvement by the food service department. The food service budget projects the income, plans expenditures, and projects the outcome for a school year. However, without the direct involvement in budget preparation by the food service department, the budget is not an accurate reflection of the department’s financial expectations and desired outcomes.

The food service department should create its own budget to be submitted for approval. The budget should identify resources and costs, provide cost control, communicate goals, and forecast problems. In addition, the budget can be used to evaluate monthly expenses and revenues.

**RECOMMENDATION 7-5:**

**Develop and analyze a school nutrition program budget to fulfill financial goals.**

The food service department should work with the budget department to determine the expectations of the division. Food services should then monitor its revenues and expenditures and make adjustments to its budget as needed.

The food service department of Alexandria City Public Schools has created a financially sound budget that enables the department to self-monitor its financial position, including revenues and expenditures to ensure the goals of the department are met and that the fund balance is within allowable limits.

**FISCAL IMPACT**

Currently, the budget department spends approximately two weeks preparing and reviewing the budget. No additional staff is required to complete this recommendation; however, current resources will need to be focused on this project. The lead accountant is able to complete this recommendation within the same two week time frame currently utilized by the budget department.

**FINDING**

The food service department is self-supporting and able to pay the division the recommended 18.7 percent indirect rate.

The department has created a food service program that operates in compliance with applicable federal and state regulations and laws and is also self-sufficient. Best practices in utilizing staffing charts and controlling food costs are implemented. The result is a program that is able to pay its indirect costs as prescribed by the Commonwealth of Virginia.

**COMMENDATION 7-C:**

**The food service department is commended for creating a self-sufficient operation that contributes to the overall financial well being of the division.**

**FINDING**

The fund balance of the food service department exceeds the three month maximum.

According to federal regulations, the school food service fund balance must not exceed three months of operating expenses. However, the CCPS fund balance is currently \$15,080,000 which is almost five months of operating expenses. The department's monthly operating expenses are approximately \$3 million; therefore, the fund balance must be reduced by \$6 million.

The excess fund balance must be reduced by using the funds to improve the program. Methods to decrease the fund balance may include lowering the cost of reduced price meals, hiring a marketing consultant, or implementing the NSLP at the secondary level.

**RECOMMENDATION 7-7:**

**Create a plan to reduce the excess fund balance through program enhancements and improvements.**

The department should create a strategic plan for evaluating the needs of the food service operation. In doing so, the department should focus on areas in need of improvement and ensure funds are used in a manner that will improve the program.

**FISCAL IMPACT**

Reducing and monitoring the fund balance is part of the budget process because the fund balance must be used to improve the food service department. This chapter, along with the facilities chapter, provides various examples of methods to reduce the fund balance while still providing quality services for students. Such examples include: paying for equipment repair (\$60,000/year), marketing (\$45,000/year one), upgrade an accounting position (\$5,303/year), hiring an accounting secretary (\$26,304/year), and creating a budget (\$253/year) for a total of \$136,860 for school year 2010-11. The department must create a plan for reducing the remainder of the fund balance.

## **8.0 TECHNOLOGY MANAGEMENT**

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## 8.0 TECHNOLOGY MANAGEMENT

This chapter provides a summary of technology management in Chesterfield County Public Schools (CCPS). The major sections of this chapter are:

- 8.1 Organization and Staffing
- 8.2 Infrastructure
- 8.3 Software and Hardware
- 8.4 Staff Development
- 8.5 Online Education

When reviewing the technology resources of a school division, MGT examines the host computer system that supports applications, the applications themselves and the degree to which they satisfy user needs, the manner in which the infrastructure supports the overall operations of the school system, and the organizational structure within which the administrative and instructional technology support personnel operate.

Strategies to implement goals listed throughout the extensive CCPS technology master plan were determined by a consortium of more than 100 teachers, parents, and administrators. Each strategy was written to an objective that takes at least one of the following themes into consideration:

*Accessibility – extending learning environments beyond the hours and the boundaries of the school building, including building infrastructure to provide secure access to learners in various environments.*

*Equity – providing centralized, Web-based technology resources for all learners to reduce the total cost of ownership, lower the cost of user equipment, and provide similar resources to all teachers and students.*

*Accountability – making sure that equipment is used and curriculum is followed are of paramount importance. This practice increases the role of the administrator, provides extensive testing for all and requires testing at various levels.*

### CHAPTER SUMMARY

MGT reviewed the policy and planning documents, organizational structure, funding, current infrastructure, software and hardware, as well as staff development related to technology within the division.

The division has been working for two years with internal and external groups to develop a new technology plan. Several major initiatives have either been implemented or will be included for implementation on the new plan, some of which are reported in this chapter.

Technology management is also reviewing school board policies to ensure these policies are still relevant and practical.

MGT conducted staff surveys of CCPS central office administrators, principals/assistant principals, and teachers. **Exhibits 8-1** and **8-2** show the strongly positive results among all respondents related to technology.

**EXHIBIT 8-1  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our school division provides adequate technology-related staff development.	77/6	86/5	73/13
Our school division requests input on the long-range technology plan.	47/18	60/19	38/25
Our school division provides adequate technical support.	71/12	85/8	66/17
I have adequate equipment and computer support to conduct my work.	68/18	76/15	53/35
Administrative computer systems are easy to use.	80/12	86/4	47/8
Technology is effectively integrated into the curriculum in our division.	44/6	70/9	60/18

Source: MGT of America, Inc., survey results, 2009.

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

**EXHIBIT 8-2  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The school division's job of providing adequate instructional technology.	65/21	76/24	63/34
The school division's use of technology for administrative purposes.	74/21	82/18	55/16

Source: MGT of America, Inc., survey results, 2009.

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

As a result of our findings, the technology-related commendations that CCPS is recognized for are as follows:

- Technology services for the division are organized in a highly-efficient manner (**Commendation 8-A**).
- CCPS has implemented a server and network assessment process (**Commendation 8-B**).
- CITE is an innovative approach to providing technology skills through the use of workshops and sessions for CCPS (**Commendation 8-C**).

- CCPS provides extensive training and tracks completion for division staff (**Commendation 8-D**).
- CCPS has implemented an online school that serves division students as well as those from surrounding areas (**Commendation 8-E**).

In addition, MGT has determined the following recommendations as a result of our study:

- Increase the number of senior microcomputer analysts once funding levels have improved for a more efficient staffing structure (**Recommendation 8-1**).
- Ensure that wireless technology is properly funded and included throughout the schools and in the administrative office buildings (**Recommendation 8-2**).
- Implement the electronic help desk using all components and train all users throughout the division on how to properly request help (**Recommendation 8-3**).
- Encourage the participation of the National School Lunch Program (NSLP) and the School Breakfast Program (SBP) in secondary schools to take advantage of leveraging the data for additional eRate funds (**Recommendation 8-4**).

### **8.1 Organization and Staffing**

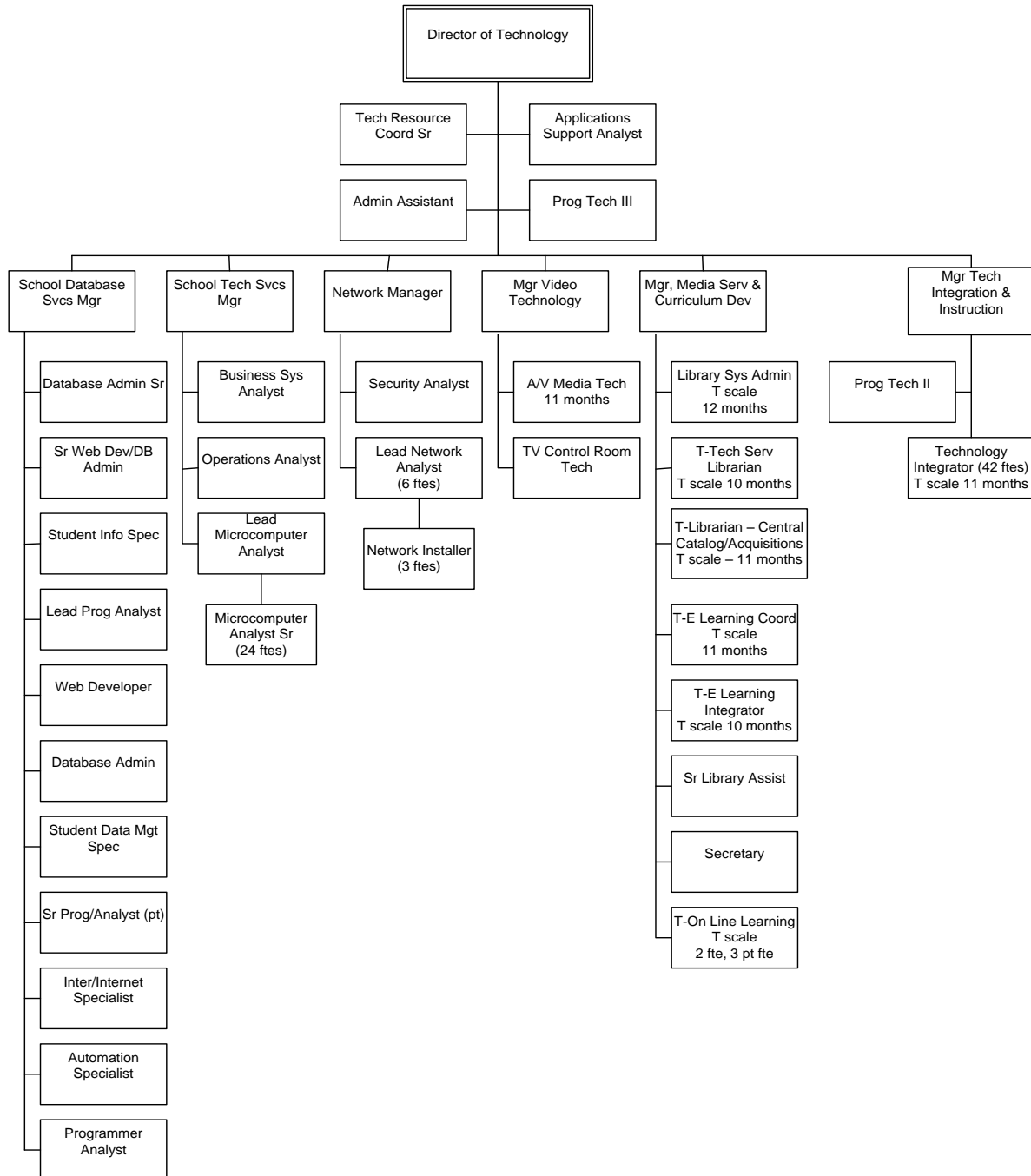
Ideally, technology is one area of a school division that supports all administrative and instructional personnel in a positive manner. Organizing technology resources to effectively achieve this outcome can be challenging.

The International Society for Technology in Education (ISTE) has developed a Technology Support Index rubric to assist school divisions in determining their needs in a variety of technology support areas. The Technology Support Index identifies integrated school divisions as having an organizational structure where the technical support functions and instructional technology functions may report differently, but each unit is cohesively organized, and there is communication between units. Higher-functioning school divisions (i.e., 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**

As shown in **Exhibit 8-3**, technology for the division is housed within the department of instructional support. The director of technology currently oversees a total of 119 staff. The department has units to support database administration, applications, servers, cyber security, library services, media services, an online school, and instructional technology resource teachers (ITRTs) or as referenced by the division technology integrators.

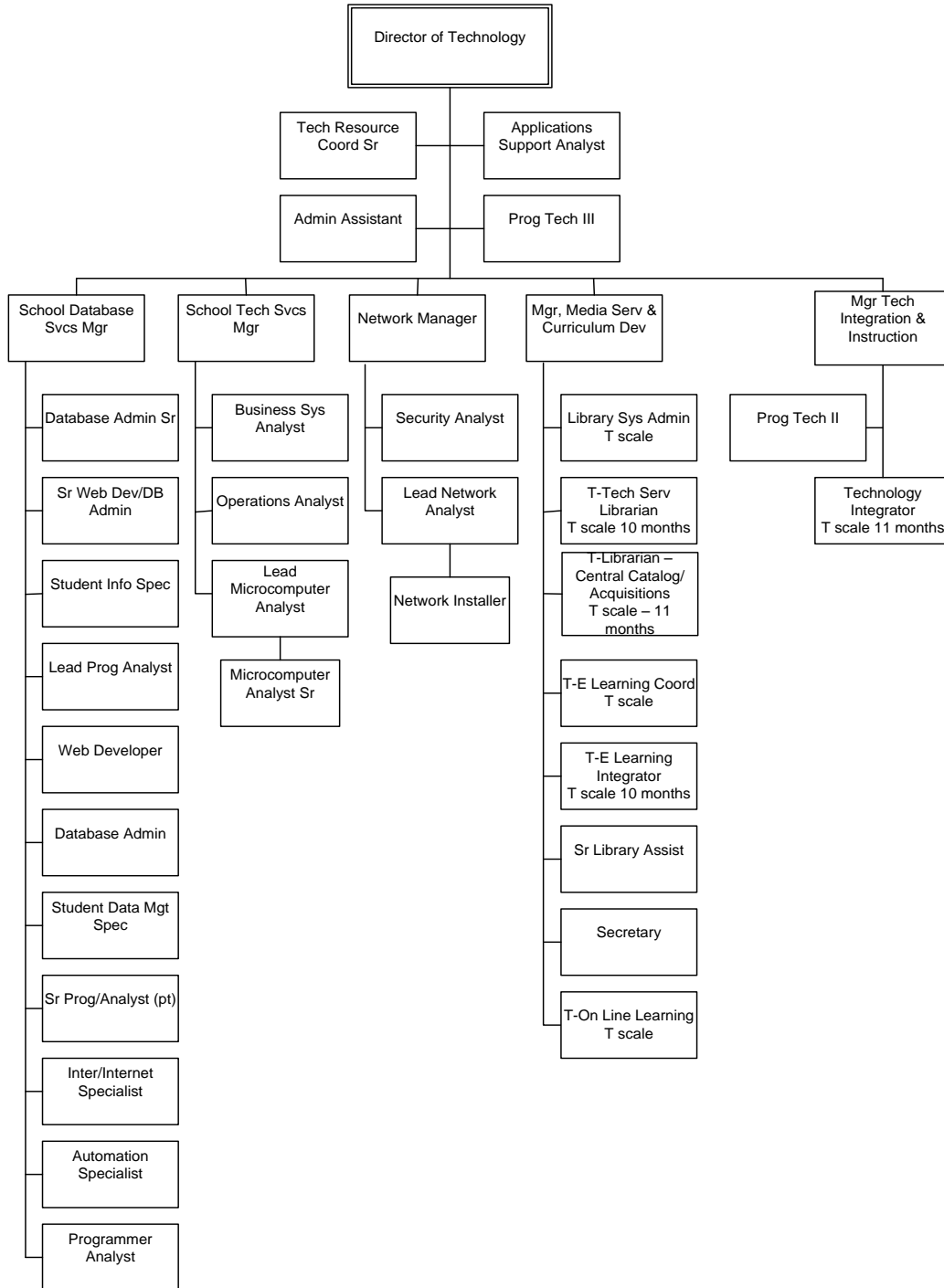
**EXHIBIT 8-3  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CURRENT ORGANIZATIONAL STRUCTURE RELATED TO TECHNOLOGY  
2008-09 SCHOOL YEAR**



Source: CCPS Technology Department, 2009.

Exhibit 8-4 shows the proposed organizational structure after implementation of recommendations mentioned in earlier chapters of this report.

**EXHIBIT 8-4  
PROPOSED ORGANIZATIONAL STRUCTURE RELATED TO TECHNOLOGY**



Source: Created by MGT of America, Inc., 2009.

The division has 40 technology integrators and 33 lead or microcomputer analysts (73 total staff) to support the schools. The current guidelines for Virginia state that divisions need two full-time computer support personnel for every 1,000 students and for ITRT positions. As the CCPS enrollment is approximately 59,000 students, and there are 73 computer support staff, CCPS is under that goal by 45 positions. In fact, several positions were deleted due to substantial budget reductions in the previous school year.

In addition, the staff supports nearly 24,800 computers and 219 servers, which is a ratio of 1:500. This ratio includes the staff under the direction of the school database services manager, school technology services manager, and network manager, all of whom support the servers, computers and the applications in the division. Excluded are the technology integrators as well as the online school staff due to their roles. This ratio equates to a low efficiency level for CCPS according to ISTE's latest technology support index.

The division is providing high quality services by the technology integrators, but it is important for computers, applications, and servers to be up and running so that students and staff have the capability to use the equipment already purchased.

As mentioned above, higher-functioning school divisions (i.e., those functioning at an exemplary level) 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. CCPS clearly falls into this category.

**COMMENDATION 8-A:**

**Technology services for the division are organized in a highly-efficient manner.**

**RECOMMENDATION 8-1:**

**Increase the number of senior microcomputer analysts once funding levels have improved for a more efficient staffing structure.**

By implementing this recommendation, CCPS will be increasing efficiencies for technology support for the staff and students of the division.

**FISCAL IMPACT**

This recommendation can be implemented by using the current pay grades for these positions. The cost will be to add six senior microcomputer analysts and replace the 13 technology integrator positions lost to enhance the senior microcomputer analysts. The division is still doing well with the levels of service for the integrators based on interviews and feedback received by the division. Therefore, adding 19 new positions at \$54,882 each plus benefits at 37.8 percent equals \$1,435,621 in additional cost per year. Due to the economic forecasts, it is likely that the division will need to slowly add these positions, beginning in years four and five. Therefore, MGT estimates an implementation rate of approximately 20 percent per year beginning in year four, at a cost of \$287,124 annually (\$1,435,621 X 20 percent).

RECOMMENDATION	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Increase the Number of Senior Microcomputer Analysts	\$0	\$0	\$0	(\$287,124)	(\$287,124)

**8.2 Infrastructure**

Infrastructure is the underlying system of cabling, phone lines, hubs, switches, and routers that connects the various parts of a computer network. Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users 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.

Additionally, the use of wireless technology is beneficial and efficient with the advances in both the technical aspects of laptop computers as well as security on the use of wireless networks. The advances in this area of technology allow for teachers and students alike to work in areas of the school on computers without having wired access. This practice allows for greater flexibility in instruction.

**FINDING**

While the current infrastructure in the division is adequate, there is a lack of wireless access to maximize educational delivery.

The division’s core data servers are located in Chesterfield County’s data center as a part of the shared services between the entities. Another set of servers are located in the technology center in a secured environment as observed during the onsite visit.

The division uses the Internet and a virtual private network using the local cable company. The network is secured and prevents CCPS users from installing hardware or software applications due to this setup.

A downside of the current infrastructure is that wireless is not easily available throughout the division. Many staff interviewed from all areas of the division stated this obstacle as a true frustration. While the division is currently proposing the use of wireless technology in their long-term technology plan, the school board has yet to approve the plan at the time of this review.

**RECOMMENDATION 8-2:**

**Ensure that wireless technology is properly funded and included throughout the schools and in the administrative office buildings.**

According to the 2009 ISTE performance indicators for technology-related administrators, the division should promote an environment of professional learning and innovation that empowers educators to enhance student learning through the infusion of contemporary technologies and digital resources. This indicator is accomplished by

promoting the use of digital-age tools and emerging trends for their potential to improve student learning.

### **FISCAL IMPACT**

The fiscal impact has been provided within the proposed long-term technology plan that is already addressed in the division's budget. Therefore, no additional fiscal impact is determined for the implementation of this recommendation.

### **8.3 Software and Hardware**

School divisions must select and deploy 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, in most divisions. 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.

### **FINDING**

CCPS has implemented a process to assess server and network rooms throughout the division. During the 2008-09 school year, technology staff used a spreadsheet containing the following questions to answer when assessing each school:

- Can room/closet be secured?
- Was it secured?
- Is access limited?
- Does it have environmental controls?
- Does it have adequate power?
- Does it have conditioned power?
- Does it have backup power?
- Was a building diagram posted?
- Was it free of clutter?
- Was wiring and equipment organized?
- Pictures taken to record condition of the room/closet?
- Did room have lighting?
- Did lighting work?
- Was rack dirty/dusty?
- Was rack secure?

If action items are required, that information is also collected so that technology staff can follow up with the school to ensure these rooms meet expectations.

Technology equipment is expensive and requires a secure, clean, and cool environment. By technology staff initiating this process, they understand the importance and retain documentation on how the server rooms are kept should issues arise.

CCPS appears to understand the importance of properly caring for equipment in order to retain its full life expectancy and reduce costly repairs and replacement.



**COMMENDATION 8-B:**

**CCPS has implemented a server and network assessment process.**

**FINDING**

The division currently uses several help desk systems to request assistance for technology-related issues.

Per interviews and information provided by technology staff, there are systems that are manually intensive and one that is more automated. However, these systems do not communicate with each other and the electronic help desk system is not implemented at an optimum level.

The division has escalation procedures but they are not consistent and are not using the tools available in the current electronic system. There are a few resources available on the network to help technology staff with items such as blackberry devices, flip videos, printers, and some software but these are not written for end users nor are they available to staff located outside of technology services.

Technology staff interviewed indicated that a more consolidated approach to the help desk would assist in the efficiency and effectiveness of their work, which would be positive for end users.

Isle of Wight County Public Schools has developed and implemented an effective help desk system. Additionally, they have trained all users on how to use the system properly. This practice reduces inefficiencies in order for technology staff to quickly and appropriately respond to requests for assistance. Furthermore, it eliminates the manual method of recording and repeatedly answering the same questions on a daily basis, thus taking time from completing other more compelling requests.

**RECOMMENDATION 8-3:**

**Implement the electronic help desk using all components and train all users throughout the division on how to properly request help.**

CCPS should fully implement the electronic help desk and be sure to capture all pertinent data fields, such as dates and complexity levels, for effective reports. The system provides an automatic e-mail component to show users that the help desk received, transferred, or called a vendor for assistance.

The division should also create a comprehensive knowledge-based resolution system to capture the problem and its resolution. This would be available to all technology staff in order to improve the efficiency of solving requests.

Additionally, a frequently asked questions (FAQs) needs to be created and available on the Intranet so that staff can review their issue prior to submitting a request.

**FISCAL IMPACT**

The implementation of this recommendation can be accomplished by using the software already purchased by the division. It will require approximately 80 hours of staff time to implement and an additional 160 hours to train all users, which can be accomplished by the senior microcomputer analysts.

**FINDING**

The division receives slightly more than \$500,000 per year through eRate funding to offset the costs for technology used in communications. While this is a substantial amount, CCPS is losing approximately \$15,000 per year on eRate funds without the ability to include free and/or reduced lunch data from the secondary schools.

As mentioned in the food services chapter of this report, participation in the national school lunch program (NSLP) and the school breakfast program (SBP) equates to more federal and state funding through increased reimbursement funds. However, secondary schools are not participating in these programs. Along with increasing funds for the food service program, using this information would allow for more revenue to offset costs through the use of eRate.

**RECOMMENDATION 8-4:**

**Encourage the participation of the National School Lunch Program (NSLP) and School Breakfast Program (SBP) in secondary schools to take advantage of leveraging the data for additional eRate funds.**

The implementation of this recommendation will benefit CCPS financially and will help offset some of the uncertainties in difficult economic times.

**FISCAL IMPACT**

The division should, at a minimum, reduce costs for communications by at least \$15,000 per year by the additional eRate percentage as provided by CCPS technology staff.

<b>RECOMMENDATION</b>	<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>YEAR 5</b>
Encourage Participation in NSLP and SBP for eRate Funds	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000

**8.4 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 effectively use the technology available to them. Training must be ongoing as the technology environment is continuously evolving.

The ISTE Technology Support Index identifies exemplary districts as having these staff development practices:

- A comprehensive staff development program is in place that impacts all staff and is progressive in nature to balance incentive, accountability, and diverse learning opportunities.
- Online training opportunities are provided for staff both onsite and remotely that represents a diversity of skill sets.
- Expectations for all staff are clearly articulated and are broad in scope, with performance expectations built into work functions, and a part of the organizational culture.
- Technical staff receive 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**

CCPS hosts an annual Chesterfield Information Technology Expo (CITE) that provides employees the opportunity to enhance their knowledge on 21<sup>st</sup> century technology skill/instruction and promote healthy lifestyles. This expo is open to all staff, and they may attend seminars, workshops, and other activities on technology enrichment in their work environments as well as wellness and health. The expo generally has over 1,300 participants each year.

The 2009 CITE, the 8<sup>th</sup> annual expo, was held in August at Cosby High School. Nearly 55 vendors participated with 25 being technology-related and the remainder affiliated with wellness. **Exhibit 8-5** shows the workshops and sessions related to technology. As can be seen, there were a variety of options for attendees to enhance their knowledge or to learn skills that could be used in their positions.

**EXHIBIT 8-5  
CHESTERFIELD INFORMATION TECHNOLOGY EXPO 2009**

21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Elementary History and Social Science	From photos to fantastic
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Elementary Language Arts	Get in to the fold! Making interactive notebooks come alive
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Elementary Mathematics	Historical interviews on location with Pinnacle
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Elementary Science	InFocus Q/A session
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Secondary English/Language Arts	Jazz up your classroom newsletter with Publisher
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Secondary Mathematics	Laugh and learn: using humor in the classroom
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Secondary Science	Linking literature and math with technology
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Career and Technical Education	LS2 Circ: upgraded library circulation program
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: Performing Arts K-12	Microsoft wikis, blogs, discussion boards
21 <sup>st</sup> Century Technology in the Chesterfield Curriculum Framework: World languages	Online learning for classified employee's professional development
An overview of read out loud software – using voice output for access	Parent/Link training
Applying 21 <sup>st</sup> century strategies to locate information in database and Web sites	Partnering with your MCA
Assistive technology share fair/open house: academic excellence for all students – Yes We Can!	PC101 – basics of using a CCPS computer
Being a part of history and active participation	PD 360 – on demand professional development
Best Websites for teachers	Personal effectiveness in challenging times
Build a basic budget – the 5 step spending plan	Picturing America
Business objects for data stewards	Saving trees with paperless forms
Business partnerships bring the real world into your classroom	Snagit for principals
CCPS online schooling	SPARK 21 <sup>st</sup> century science
Circular flow of goods and services – promethean style	Spicing up science in your upper elementary classroom
Cisco networking academy – building the T in STEM	StarBase update
Computer basics: they don't byte	Student mist and mast technology to win
Connections: cross-curricular lessons for students participating in VAAP	Taking learning to the max!
Cookin' up recipes for literacy, math, and communication	The promethean zone
Differentiating with boardmaker	Using audacity in PowerPoint
Digital storytelling	Using clay to tell a story
Digital storytelling and group conversation using voice thread	Using digital and flip-cameras for project-based learning
Do you have students who perform below grade level	Using Google earth, space, and ocean to provide rigor and relevance to your science lessons
Earth science on the Web	Using interactive boards to enhance John Hopkins Reading Program
Effective use of student response systems in the classroom	Using NEO2 across the curriculum
Engage your students with Pixie 2	Using Pixie in language arts and across the curriculum
FERPA	Virtual schoolyard
Flip over doing teacher observations	Who needs worksheets? Web 2.0 tools across the curriculum
Flip your video!	

Source: CCPS Technology Management, 2009.

**COMMENDATION 8-C:**

**CITE is an innovative approach to providing technology skills through the use of workshops and sessions for CCPS.**

**FINDING**

CCPS provides extensive technology-related training for teachers and staff throughout the division.

The CEO Forum on Education and Technology was founded in 1996 to help ensure that schools effectively prepare all students to be contributing citizens in the 21st century. A main objective of this goal is to integrate technology and the classroom. CCPS has embraced this goal by offering technology-related training to teachers and administrative staff to ensure capabilities are met.

Training starts with the basics of how to use e-mail and desktop applications to more advanced courses on how to access the information data system (IDS) for student, class, or school progression tracking.

CCPS also incorporates an I<sup>3</sup> academy: innovation, imagination, and integration learning. This academy meets the Virginia standards for integration in the classroom.

**Exhibit 8-6** shows the number of training sessions provided by the integration staff during the 2008-09 school year by curriculum and productivity. As shown, over 2,800 training classes were provided to CCPS staff during this school year.

**EXHIBIT 8-6  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
CURRICULUM AND PRODUCTIVITY TRAINING  
PROVIDED BY TECHNOLOGY INTEGRATORS  
2008-09 SCHOOL YEAR**

LEVELS	ELEMENTARY	MIDDLE	HIGH	TOTAL
Curriculum Training Sessions	1,130	269	134	1,533
Productivity Training Sessions	635	409	279	1323
Totals:	1,765	678	413	2,856

Source: CCPS office of technology integrators, 2009.

The division also uses software for tracking staff recertification and training. Administrators are provided training to use the tool too, which is normally an aspect of training where school systems fall short of a best practice. This is not the case for CCPS.

**COMMENDATION 8-D:**

**CCPS provides extensive technology-related training and tracks completion for division staff.**

### **8.5 Online Education**

With the advancement of technology in education, students need access and availability to complete courses online. School systems are using virtual learning techniques to assist with homebound students, students attempting to graduate early, or enabling them to pursue advanced coursework earlier in the secondary career.

#### **FINDING**

CCPS offers online courses for homebound students and students traveling over the summer, as well as for students in other Virginia school divisions. These courses are used for both remediation as well as general credit.

The division offers courses through the use of the Blackboard system and Novel Stars. Students can register online and must have an e-mail account to communicate with teachers, so that from registration to completion, all tasks can be accomplished online. CCPS collects fees from students not enrolled in CCPS, which produces revenue for the program for expansion. At the time of the study, three specific courses require the use of a textbook in addition to the online curriculum. These courses are English 11, English 12, and Virginia – United States History.

The division plans to offer more courses so that the program may reduce the number of physical schools open during the summer. CCPS has over 300 students participating in the online school. Current courses offered are as follows:

- Algebra I, II
- Art History
- Biology
- Chemistry
- Consumer Math
- Earth Science
- Economics
- English 9, 10, 11, 12
- Geometry
- Health Content
- Physics
- Virginia – United States History
- World History I, II

#### **COMMENDATION 8-E:**

**CCPS has implemented an online school that serves division students as well as those from surrounding areas.**

**9.0 SUMMARY OF POTENTIAL  
SAVINGS AND COSTS**

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## 9.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews with CCPS personnel, parents, and the community at large; CCPS surveys; state and school division documents; and first-hand observations during the review, MGT developed 77 recommendations, of which 21 have fiscal implications.

As shown in **Exhibit 9-1**, full implementation of the recommendations in this report would generate gross savings of \$25,063,780 over a five-year period. Gross costs for the same period would equal \$2,486,488, with a total one-time cost of \$10,120 for a net savings of **\$22,567,172**. It is important to note that many of the recommendations MGT made without specifying a fiscal impact are expected to result in a net cost savings to CCPS, depending on how the district elects to implement them. It is also important to note that costs and savings presented in this report are in 2009-10 dollars and do not reflect increases due to salary or inflation adjustments.

Finally, It is important to note that some of the fiscal impacts could not be specifically quantified, however, based on a number of conditions could result in additional cost savings. For example, **Recommendation 4-15** to develop and implement a process for securing Medicaid reimbursements could generate a million dollars or more if implemented.

### EXHIBIT 9-1 SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5	
GROSS SAVINGS	\$5,012,756	\$5,012,756	\$5,012,756	\$5,012,756	\$5,012,756	\$25,063,780
GROSS (COSTS)	(\$432,248)	(\$558,248)	(\$319,248)	(\$588,372)	(\$588,372)	(\$2,486,488)
TOTAL GROSS SAVINGS (COSTS)	\$4,580,508	\$4,454,508	\$4,693,508	\$4,424,384	\$4,424,384	\$22,577,292
ONE-TIME SAVINGS (COSTS)						(\$10,120)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$22,567,172

**Exhibit 9-2** provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 20 recommendations with fiscal impacts are identified in this chapter. The remaining recommendations to improve the efficiency and effectiveness of CCPS are included in **Chapters 1.0** through **8.0** of this report. A summary of recommendations are listed in the **Executive Summary**.

MGT recommends that CCPS gives each of the recommendations serious consideration and develops plans to proceed with their implementation and a system to monitor subsequent progress.



**EXHIBIT 9-2  
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5		
<b>CHAPTER 1: DIVISION ADMINISTRATION</b>								
Rec 1-1	Replacement Deputy Clerk to the School Board (p. 1-8)	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,060)
Rec 1-1	Replacement Administrative Assistant to the Superintendent (p. 1-8)	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,060)
Rec 1-8	Eliminate Assistant Superintendent for Instructional Administration Position (p. 1-26)	\$207,185	\$207,185	\$207,185	\$207,185	\$207,185	\$1,035,925	\$0
Rec 1-8	Eliminate Assistant Superintendent for Instructional Support Position (p. 1-26)	\$207,185	\$207,185	\$207,185	\$207,185	\$207,185	\$1,035,925	\$0
Rec 1-8	Eliminate One Administrative Assistant Position (p. 1-26)	\$54,886	\$54,886	\$54,886	\$54,886	\$54,886	\$274,430	\$0
Rec 1-8	Create a Chief Academic Officer Position (p. 1-26)	(\$217,530)	(\$217,530)	(\$217,530)	(\$217,530)	(\$217,530)	(\$1,087,650)	\$0
Rec 1-8	Upgrade Director of School Improvement Position to Executive Director Classification (p. 1-26)	(\$6,890)	(\$6,890)	(\$6,890)	(\$6,890)	(\$6,890)	(\$34,450)	\$0
Rec 1-8	Reclassify Director of Pupil Placement and Student Conduct Position to Assistant Director Classification (p. 1-26)	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Rec 1-9	Eliminate the Manager of Video Technology Position (p. 1-33)	\$111,330	\$111,330	\$111,330	\$111,330	\$111,330	\$556,650	\$0
Rec 1-12	Supplement for Coordination (p. 1-37)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$6,000)	\$0
<b>CHAPTER 1 TOTAL SAVINGS/(COSTS)</b>		<b>\$354,966</b>	<b>\$354,966</b>	<b>\$354,966</b>	<b>\$354,966</b>	<b>\$354,966</b>	<b>\$1,774,830</b>	<b>(\$10,120)</b>

**EXHIBIT 9-2 (Continued)**  
**CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5		
<b>CHAPTER 2: FINANCIAL MANAGEMENT</b>								
Rec 2-1	Obtain Reimbursement from the Appomattox Regional Governor's School (p. 2-9)	\$31,943	\$31,943	\$31,943	\$31,943	\$31,943	\$159,715	\$0
<b>CHAPTER 2 TOTAL SAVINGS/(COSTS)</b>		<b>\$31,943</b>	<b>\$31,943</b>	<b>\$31,943</b>	<b>\$31,943</b>	<b>\$31,943</b>	<b>\$159,715</b>	<b>\$0</b>
<b>CHAPTER 3: PERSONNEL AND HUMAN RESOURCE MANAGEMENT</b>								
Rec 3-3	Implement an Electronic Document Management System (p. 3-15)	(\$75,000)	(\$25,000)	(\$25,000)	(\$7,000)	(\$7,000)	(\$139,000)	\$0
<b>CHAPTER 3 TOTAL SAVINGS/(COSTS)</b>		<b>(\$75,000)</b>	<b>(\$25,000)</b>	<b>(\$25,000)</b>	<b>(\$7,000)</b>	<b>(\$7,000)</b>	<b>(\$139,000)</b>	<b>\$0</b>
<b>CHAPTER 4: EDUCATION SERVICE DELIVERY</b>								
Rec 4-2	Eliminate 31 Elementary School Secretary Positions (p. 4-28)	\$1,362,357	\$1,362,357	\$1,362,357	\$1,362,357	\$1,362,357	\$6,811,785	\$0
Rec 4-4	Increase Drivers' Education Fees (p. 4-37)	\$54,429	\$54,429	\$54,429	\$54,429	\$54,429	\$272,145	\$0
Rec 4-6	Eliminate Four Middle and High School Special Education Liaison Positions (p. 4-48)	\$349,096	\$349,096	\$349,096	\$349,096	\$349,096	\$1,745,480	\$0
<b>CHAPTER 4 TOTAL SAVINGS/(COSTS)</b>		<b>\$1,765,882</b>	<b>\$1,765,882</b>	<b>\$1,765,882</b>	<b>\$1,765,882</b>	<b>\$1,765,882</b>	<b>\$8,829,410</b>	<b>\$0</b>
<b>CHAPTER 5: FACILITIES USE AND MANAGEMENT</b>								
Rec 5-1	Eliminate Two Assistant Director Positions (p. 5-6)	\$176,428	\$176,428	\$176,428	\$176,428	\$176,428	\$882,140	\$0
Rec 5-6	Reduce Maintenance Costs by 7 Percent (p. 5-22)	\$1,183,347	\$1,183,347	\$1,183,347	\$1,183,347	\$1,183,347	\$5,916,735	\$0
Rec 5-9	Facilities Web-based Survey (p. 5-26)	(\$20)	(\$20)	(\$20)	(\$20)	(\$20)	(\$100)	\$0
Rec 5-12	Implement Energy Management Plan (p. 5-33)	\$418,250	\$418,250	\$418,250	\$418,250	\$418,250	\$2,091,250	\$0
<b>CHAPTER 5 TOTAL SAVINGS/(COSTS)</b>		<b>\$1,778,005</b>	<b>\$1,778,005</b>	<b>\$1,778,005</b>	<b>\$1,778,005</b>	<b>\$1,778,005</b>	<b>\$8,890,025</b>	<b>\$0</b>
<b>CHAPTER 6: TRANSPORTATION</b>								
Rec 6-5	Develop a Plan for Transition to the Use of Routing Software and Related Technology (p. 6-17)	(\$50,000)	(\$250,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$360,000)	\$0
Rec 6-6	Redesign Special Trip Processes (p. 6-18)	(\$5,000)	(\$10,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$18,000)	\$0
<b>CHAPTER 6 TOTAL SAVINGS/(COSTS)</b>		<b>(\$55,000)</b>	<b>(\$260,000)</b>	<b>(\$21,000)</b>	<b>(\$21,000)</b>	<b>(\$21,000)</b>	<b>(\$378,000)</b>	<b>\$0</b>

**EXHIBIT 9-2 (Continued)  
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5		
<b>CHAPTER 7: FOOD SERVICES</b>								
Rec 7-1	Hire Accounting Secretary Position (p. 7-4)	(\$26,304)	(\$26,304)	(\$26,304)	(\$26,304)	(\$26,304)	(\$131,520)	\$0
Rec 7-1	Upgrade Accountant to Senior Accountant Position (p. 7-4)	(\$5,304)	(\$5,304)	(\$5,304)	(\$5,304)	(\$5,304)	(\$26,520)	\$0
Rec 7-2	Hire Marketing Consultant (p. 7-9)	(\$20,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$6,000)	(\$44,000)	\$0
Rec 7-2	Marketing Materials (p. 7-9)	(\$25,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$65,000)	\$0
Rec 7-3	Utilize Staggered Meal Service Times to Increase Revenue and Participation (p. 7-12)	\$283,140	\$283,140	\$283,140	\$283,140	\$283,140	\$1,415,700	\$0
Rec 7-4	Participate in the NSLP in Secondary Schools (p. 7-13)	\$558,180	\$558,180	\$558,180	\$558,180	\$558,180	\$2,790,900	\$0
<b>CHAPTER 7 TOTAL SAVINGS/(COSTS)</b>		<b>\$764,712</b>	<b>\$793,712</b>	<b>\$793,712</b>	<b>\$793,712</b>	<b>\$793,712</b>	<b>\$3,939,560</b>	<b>\$0</b>
<b>CHAPTER 8: TECHNOLOGY MANAGEMENT</b>								
Rec 8-1	Increase the Number of Senior Microcomputer Analysts (p. 8-6)	\$0	\$0	\$0	(\$287,124)	(\$287,124)	(\$574,248)	\$0
Rec 8-4	Encourage Participation in NSLP and SBP for eRate Funds (p. 8-10)	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000	\$75,000	\$0
<b>CHAPTER 8 TOTAL SAVINGS/(COSTS)</b>		<b>\$15,000</b>	<b>\$15,000</b>	<b>\$15,000</b>	<b>(\$272,124)</b>	<b>(\$272,124)</b>	<b>(\$499,248)</b>	<b>\$0</b>
<b>GROSS SAVINGS</b>		<b>\$5,012,756</b>	<b>\$5,012,756</b>	<b>\$5,012,756</b>	<b>\$5,012,756</b>	<b>\$5,012,756</b>	<b>\$25,063,780</b>	<b>\$0</b>
<b>GROSS (COSTS)</b>		<b>(\$432,248)</b>	<b>(\$558,248)</b>	<b>(\$319,248)</b>	<b>(\$588,372)</b>	<b>(\$588,372)</b>	<b>(\$2,486,488)</b>	<b>(\$10,120)</b>
<b>NET SAVINGS (COSTS)</b>		<b>\$4,580,508</b>	<b>\$4,454,508</b>	<b>\$4,693,508</b>	<b>\$4,424,384</b>	<b>\$4,424,384</b>	<b>\$22,577,292</b>	<b>(\$10,120)</b>
<b>TOTAL NET SAVINGS (COSTS) INCLUDING ONE TIME SAVINGS (COSTS)</b>							<b>\$22,567,172</b>	

## ***APPENDICES***

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## ***APPENDIX A: SURVEY RESULTS***

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**APPENDIX A  
CHESTERFIELD COUNTY PUBLIC SCHOOLS  
SURVEY RESULTS**

**Total responses for Central Office Administrators = 34 (65%)  
Total responses for Principal/Assistant Principals = 100 (64%)  
Total responses for Teachers = 1,283 (31%)**

MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of CCPS, the response rates for administrators and principals were below this standard. This appendix displays the combined results of the three surveys.

**EXHIBIT A-1  
COMPARISON SURVEY RESPONSES  
PART A: OVERALL QUALITY**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the division? Five years or less 6-10 years 11-20 years 21 years or more	26% 12 29 32	12% 19 33 36	32% 26 26 17
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	59% 15 24 3	62% 23 10 5	51% 23 18 8
3. Overall quality of public education in our school division is: Good or Excellent Fair or Poor	94% 3	100% 0	94% 5
4. Overall quality of education in our school division is: Improving Staying the Same Getting Worse Don't Know	74% 21 3 3	84% 11 5 0	54% 28 16 3
5. Grade given to our school division teachers: Above Average (A or B) Below Average (D or F)	88% 0	94% 0	91% 0
6. Grade given to our school division school level administrators: Above Average (A or B) Below Average (D or F)	76% 0	90% 0	70% 5
7. Grade given to our school division central office administrators: Above Average (A or B) Below Average (D or F)	73% 3	77% 5	41% 18

Percentages may equal over 100 percent due to rounding.

**EXHIBIT A-2**  
**COMPARISON OF RESPONSES WITHIN THE DIVISION**  
**PART B: SCHOOL/DIVISION CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	88/6	86/8	80/12
2. I am actively looking for a job outside of this school division.	3/86	8/78	8/78
3. I am very satisfied with my job in this school division.	88/6	77/9	70/12
4. The work standards and expectations in this school division are equal to or above those of most other school divisions.	73/3	81/3	72/9
5. This school division's officials enforce high work standards.	76/9	90/5	78/9
6. Workload is evenly distributed.	35/44	39/44	32/50
7. I feel that my work is appreciated by my supervisor(s).	88/3	79/12	64/19
8. Teachers who do not meet expected work standards are disciplined.	35/18	54/27	19/44
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	35/27	51/26	16/35
10. I feel that I am an integral part of this school division team.	82/3	77/6	70/10

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

**EXHIBIT A-3  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART C1: DIVISION ORGANIZATION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our division have excellent working relationships.	47/6	79/3	57/15
2. Most administrative practices in our school division are highly effective and efficient.	59/15	62/10	45/26
3. Administrative decisions are made promptly and decisively.	38/21	69/11	47/23
4. Central Office Administrators are easily accessible and open to input.	68/12	51/23	20/37
5. Authority for administrative decisions is delegated to the lowest possible level.	30/21	34/33	16/25
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	44/6	83/6	55/24
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	38/15	47/28	29/38
8. Our school division has too many committees.	29/24	26/26	53/8
9. Our school division has too many layers of administrators.	12/59	51/34	56/12
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	47/24	52/22	40/21
11. Central office administrators are responsive to school needs.	70/3	61/20	22/33
12. School-based personnel play an important role in making decisions that affect schools in our school division.	59/3	64/18	40/25

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

**EXHIBIT A-4  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART C2: DIVISION ORGANIZATION**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school division.	59/24	64/32	32/42
2. Board of Education members' knowledge of operations in this school division.	41/44	59/36	33/38
3. Board of Education members' work at setting or revising policies for this school division.	56/24	68/26	33/37
4. The School Division Superintendent's work as the educational leader of this school division.	79/18	76/24	48/38
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	74/24	83/15	52/36
6. Principals' work as the instructional leaders of their schools.	83/9	91/8	71/27
7. Principals' work as the managers of the staff and teachers.	77/12	95/4	71/26

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



**EXHIBIT A-5**  
**COMPARISON OF RESPONSES WITHIN THE DIVISION**  
**PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school division has increased in recent years.	88/9	89/5	69/15
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	62/12	68/18	70/18
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	68/12	82/8	58/26
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	73/3	96/1	72/14
5. Lessons are organized to meet students' needs.	47/3	85/5	78/9
6. The curriculum is broad and challenging for most students.	62/3	80/2	78/9
7. Teachers in our schools know the material they teach.	65/3	96/0	91/2
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	55/0	92/2	74/7
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	56/18	75/10	47/36
10. Our division provides curriculum guides for all grades and subject areas.	67/0	96/2	83/6
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	80/0	90/1	79/5
12. Our division has effective educational programs for the following:			
a) Reading and Language Arts	68/3	94/0	77/7
b) Writing	65/3	88/4	68/12
c) Mathematics	68/3	96/3	76/6
d) Science	62/3	87/0	70/7
e) Social Studies (history or geography)	62/3	84/5	71/7
f) Foreign Language	62/6	63/9	47/7
g) Basic Computer Instruction	50/6	76/8	58/16
h) Advanced Computer Instruction	44/9	39/16	30/17
i) Music, Art, Drama, and other Fine Arts	70/0	88/4	72/4
j) Physical Education	53/3	86/2	75/3
k) Career and Technical (Vocational) Education	67/0	57/7	40/10
l) Business Education	45/0	39/9	32/6
13. The division has effective programs for the following:			
a) Special Education	68/12	80/12	67/14
b) Literacy Program	65/3	80/4	59/9
c) Advanced Placement Program	62/3	58/2	56/4
d) Drop-out Prevention Program	33/18	21/27	19/11
e) Summer School Programs	56/12	70/14	64/7
f) Honors and Gifted Education	65/6	75/6	67/4
g) Alternative Education Programs	35/18	29/33	30/12
h) Career Counseling Program	38/3	34/12	26/9
i) College Counseling Program	44/0	36/8	29/8
14. The students-to-teacher ratio is reasonable.	65/18	62/26	38/48
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	85/3	97/0	78/5
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	65/6	87/5	63/11

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

**EXHIBIT A-5 (Continued)**  
**COMPARISON OF RESPONSES WITHIN THE DIVISION**  
**PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
17. There is generally cooperation and collaboration regarding special education issues in our school division.	59/9	74/11	64/12
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	47/3	86/5	55/18
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	41/12	59/28	37/20
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	47/3	64/9	32/11
21. The school division adequately identifies students who are English language learners.	56/0	74/1	46/6
22. The school division provides appropriate and mandated assessments for English language learners.	53/3	74/1	34/8
23. The school division provides documents to parents in their native language.	47/3	56/11	34/10
24. The school division provides adequate translation services.	38/6	44/18	29/15

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

**EXHIBIT A-6**  
**COMPARISON OF RESPONSES WITHIN THE DIVISION**  
**PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers' work in meeting students' individual learning needs.	53/21	83/17	88/11
2. Teachers' work in communicating with parents/guardians.	65/15	75/25	91/8
3. How well students' test results are explained to parents/guardians.	47/24	61/36	69/22
4. The amount of time students spend on task learning in the classroom.	47/15	82/18	80/18

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

**EXHIBIT A-7  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school division are competitive.	53/32	39/41	32/49
2. Our division has an effective employee recognition program.	21/18	42/25	31/38
3. Our division has an effective process for staffing critical shortage areas of teachers.	41/6	31/26	20/27
4. My supervisor evaluates my job performance annually.	71/12	93/4	83/10
5. Our division offers incentives for professional advancement.	27/30	55/24	31/36
6. I know who to contact in the central office to assist me with professional development.	94/6	98/2	72/13
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	94/3	99/0	79/11
8. My salary level is adequate for my level of work and experience.	44/39	31/43	19/65
9. Our division has an effective teacher recruitment plan.	53/6	67/9	29/10
10. I have a professional growth plan that addresses areas identified for my professional growth.	70/18	96/2	71/13

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

**EXHIBIT A-8  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school division for teachers.	74/9	80/20	57/42
2. Staff development opportunities provided by this school division for school administrators.	71/15	77/23	23/8
3. Staff development opportunities provided by this school division for support staff.	50/41	57/36	21/17

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

**EXHIBIT A-9  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	68/3	74/7	57/25
2. Our schools have sufficient space and facilities to support the instructional programs.	35/18	58/27	48/36
3. Our facilities are clean.	74/12	65/15	58/25
4. Our facilities are well maintained.	68/12	65/18	58/23
5. Our division plans facilities in advance to support growing enrollment.	53/15	35/35	30/39
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	59/6	39/22	35/18
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	65/3	73/9	63/14

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

**EXHIBIT A-10  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school division.	62/6	67/10	20/42
2. The budgeting process effectively involves administrators and staff.	62/21	48/24	17/41
3. School administrators are adequately trained in fiscal management techniques.	33/21	41/39	18/7
4. My school allocates financial resources equitably and fairly.	30/6	84/4	39/15
5. The purchasing department provides me with what I need.	33/27	63/8	37/21
6. The purchasing process is easy.	24/50	47/14	36/23
7. Textbooks are distributed to students in a timely manner.	41/9	60/25	58/15
8. The books and resources in the school library adequately meet the needs of students.	32/0	71/11	67/11

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

**EXHIBIT A-11  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART H: TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	3/35	18/72	14/72
2. The division has a simple method of requesting buses for special events and trips.	35/3	73/9	47/10
3. Bus drivers maintain adequate discipline on the buses.	27/0	48/28	32/14
4. Buses are clean.	38/0	68/7	41/2
5. Buses arrive early enough for students to eat breakfast at school.	27/6	72/13	53/12
6. Buses are safe.	50/0	72/9	43/9

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

**EXHIBIT A-12  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school division provides adequate technology-related staff development.	77/6	86/5	73/13
2. Our school division requests input on the long-range technology plan.	47/18	60/19	38/25
3. Our school division provides adequate technical support.	71/12	85/8	66/17
4. I have adequate equipment and computer support to conduct my work.	68/18	76/15	53/35
5. Administrative computer systems are easy to use.	80/12	86/4	47/8
6. Technology is effectively integrated into the curriculum in our division.	44/6	70/9	60/18

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

**EXHIBIT A-13  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school division's job of providing adequate instructional technology.	65/21	76/24	63/34
2. The school division's use of technology for administrative purposes.	74/21	82/18	55/16

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

**EXHIBIT A-14  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	27/65	30/44	33/32
2. The food services department encourages student participation through customer satisfaction surveys.	6/91	10/37	10/20
3. Cafeteria staff are helpful and friendly.	41/56	74/11	67/9
4. Cafeteria facilities are clean and neat.	56/44	94/3	81/2
5. Parents/guardians are informed about the menus.	53/47	77/1	63/4

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

**EXHIBIT A-15  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	68/3	82/5	68/14
2. Our schools effectively handle misbehavior problems.	44/9	92/2	54/25
3. There is administrative support for managing student behavior in our schools.	59/3	94/1	66/15
4. If there were an emergency in my school/office, I would know how to respond appropriately.	74/0	98/0	90/4
5. Our division has a problem with gangs.	15/21	36/17	28/28
6. Our division has a problem with drugs, including alcohol.	21/12	44/11	43/20
7. Our division has a problem with vandalism.	15/24	36/27	33/25
8. Our school enforces a strict campus access policy.	35/24	57/17	51/17

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

**EXHIBIT A-16  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	32/24	63/18	38/41
2. Parents/guardians in this school division are satisfied with the education their children are receiving.	65/0	92/0	75/2
3. Most parents/guardians seem to know what goes on in our schools.	56/6	70/13	56/21
4. Parents/guardians play an active role in decision making in our schools.	35/15	53/14	33/25
5. This community really cares about its children's education.	80/0	88/3	75/9
6. Our division works with local businesses and groups in the community to help improve education.	74/3	89/2	64/7
7. Parents/guardians receive regular communications from the division.	83/3	95/0	86/2
8. Our school facilities are available for community use.	94/0	97/1	85/1

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

**EXHIBIT A-17  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	56/18	75/25	50/48
2. Parent/Guardians/guardians' participation in school activities and organizations.	47/24	61/39	46/51
3. How well relations are maintained with various groups in the community.	56/21	71/28	56/27

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

**EXHIBIT A-18  
COMPARISON OF RESPONSES WITHIN THE DIVISION  
PART M: SCHOOL DIVISION OPERATIONS**

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) <sup>1</sup>	/	%(ADEQUATE + OUTSTANDING) <sup>1</sup>
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	32/58	35/60	70/16
b. Strategic planning	41/50	34/63	45/33
c. Curriculum planning	12/59	26/73	41/53
d. Financial management and accounting	29/64	16/71	49/25
e. Grants administration	9/56	20/60	18/30
f. Community relations	6/91	4/93	22/61
g. Program evaluation, research, and assessment	30/36	24/63	29/43
h. Instructional technology	33/36	27/71	35/57
i. Administrative technology	39/44	26/72	16/43
j. Internal Communication	53/44	43/55	33/54
k. Instructional support	27/53	21/77	42/52
l. Coordination of Federal Programs (e.g., Title I, Special Education)	18/44	23/55	22/42
m. Personnel recruitment	24/53	18/73	16/41
n. Personnel selection	29/56	17/80	25/45
o. Personnel evaluation	50/41	44/54	30/58
p. Staff development	32/65	30/69	43/52
q. Data processing	24/41	16/64	10/37
r. Purchasing	47/36	14/68	19/39
s. Safety and security	44/38	35/64	28/63
t. Plant maintenance	33/44	49/44	25/43
u. Facilities planning	38/39	44/41	29/37
v. Transportation	30/44	40/56	22/57
w. Food service	9/47	36/61	32/52
x. Custodial services	41/41	59/37	38/53
y. Risk management	15/59	13/72	13/48

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



**EXHIBIT A-19  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. How long have you worked in the division?  Five years or less 6-10 years 11-20 years 21 years or more	26% 12 29 32	N/A	12% 19 33 36	N/A	32% 26 26 17	N/A
2. How long have you been in your current position?  Five years or less 6-10 years 11-20 years 21 years or more	59% 15 24 3	N/A	62% 23 10 5	N/A	51% 23 18 8	N/A
3. Overall quality of public education in our school division is:  Good or Excellent Fair or Poor	94% 3	86% 14	100% 0	89% 10	94% 5	76% 23
4. Overall quality of education in our school division is:  Improving Staying the Same Getting Worse Don't Know	74% 21 3 3	70% 20 7 3	84% 11 5 0	78% 15 6 1	54% 28 16 3	55% 26 15 4
5. Grade given to our school division teachers:  Above Average (A or B) Below Average (D or F)	88% 0	79% 1	94% 0	85% 1	91% 0	84% 1
6. Grade given to our school division school level administrators:  Above Average (A or B) Below Average (D or F)	76% 0	77% 3	90% 0	91% 1	70% 5	60% 11
7. Grade given to our school division central office administrators:  Above Average (A or B) Below Average (D or F)	73% 3	77% 5	77% 5	72% 8	41% 18	40% 21

\*Percentages may add up to over 100 percent due to rounding.

**EXHIBIT A-20**  
**COMPARISON OF RESPONSES WITH OTHER DIVISIONS**  
**PART B: SCHOOL/DIVISION CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. I feel that I have the authority to adequately perform my job responsibilities.	88/6	78/15	86/8	81/12	80/12	81/11
2. I am actively looking for a job outside of this school division.	3/86	8/78	8/78	8/78	8/78	11/73
3. I am very satisfied with my job in this school division.	88/6	78/12	77/9	84/8	70/12	71/15
4. The work standards and expectations in this school division are equal to or above those of most other school divisions.	73/3	76/7	81/3	84/6	72/9	64/13
5. This school division's officials enforce high work standards.	76/9	74/12	90/5	81/9	78/9	66/13
6. Workload is evenly distributed.	35/44	32/46	39/44	46/34	32/50	36/42
7. I feel that my work is appreciated by my supervisor(s).	88/3	75/14	79/12	74/15	64/19	65/21
8. Teachers who do not meet expected work standards are disciplined.	35/18	26/32	54/27	49/30	19/44	25/37
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	35/27	38/33	51/26	55/24	16/35	23/34
10. I feel that I am an integral part of this school division team.	82/3	75/11	77/6	74/12	70/10	61/20

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

**EXHIBIT A-21**  
**COMPARISON OF RESPONSES WITH OTHER DIVISIONS**  
**PART C1: DIVISION ORGANIZATION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers and administrators in our division have excellent working relationships.	47/6	55/13	79/3	76/7	57/15	47/26
2. Most administrative practices in our school division are highly effective and efficient.	59/15	55/23	62/10	69/17	45/26	36/35
3. Administrative decisions are made promptly and decisively.	38/21	44/32	69/11	63/20	47/23	37/35
4. Central Office Administrators are easily accessible and open to input.	68/12	65/18	51/23	72/14	20/37	42/33
5. Authority for administrative decisions is delegated to the lowest possible level.	30/21	28/44	34/33	36/37	16/25	16/28
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	44/6	53/18	83/6	78/11	55/24	56/26
7. The extensive committee structure in our school division ensures adequate input from teachers and staff on most important decisions.	38/15	49/20	47/28	59/21	29/38	29/38
8. Our school division has too many committees.	29/24	35/33	26/26	33/35	53/8	40/15
9. Our school division has too many layers of administrators.	12/59	18/65	51/34	25/58	56/12	49/18
10. Most of division administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	47/24	56/24	52/22	58/26	40/21	37/26
11. Central office administrators are responsive to school needs.	70/3	78/7	61/20	65/20	22/33	30/32
12. School-based personnel play an important role in making decisions that affect schools in our school division.	59/3	49/23	64/18	61/23	40/25	36/33

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

**EXHIBIT A-22**  
**COMPARISON OF RESPONSES WITH OTHER DIVISIONS**  
**PART C2: DIVISION ORGANIZATION**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Board of Education members' knowledge of the educational needs of students in this school division.	59/24	42/51	64/32	41/56	32/42	26/60
2. Board of Education members' knowledge of operations in this school division.	41/44	37/57	59/36	42/54	33/38	32/52
3. Board of Education members' work at setting or revising policies for this school division.	56/24	45/47	68/26	52/45	33/37	30/54
4. The School Division Superintendent's work as the educational leader of this school division.	79/18	79/18	76/24	80/17	48/38	50/39
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	74/24	77/19	83/15	81/17	52/36	52/37
6. Principals' work as the instructional leaders of their schools.	83/9	70/28	91/8	89/10	71/27	64/35
7. Principals' work as the managers of the staff and teachers.	77/12	74/24	95/4	94/5	71/26	67/31

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

**EXHIBIT A-23  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART D1: CURRICULUM AND INSTRUCTION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The emphasis on learning in this school division has increased in recent years.	88/9	83/6	89/5	89/4	69/15	72/12
2. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	62/12	58/25	68/18	57/34	70/18	55/32
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	68/12	63/16	82/8	75/14	58/26	55/30
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	73/3	N/A	96/1	N/A	72/14	N/A
5. Lessons are organized to meet students' needs.	47/3	57/10	85/5	85/6	78/9	81/8
6. The curriculum is broad and challenging for most students.	62/3	71/8	80/2	87/7	78/9	78/10
7. Teachers in our schools know the material they teach.	65/3	70/5	96/0	91/4	91/2	89/3
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	55/0	N/A	92/2	N/A	74/7	N/A
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	56/18	N/A	75/10	N/A	47/36	N/A
10. Our division provides curriculum guides for all grades and subject areas.	67/0	N/A	96/2	N/A	83/6	N/A
11. Our division uses the results of benchmark tests to monitor student performance and identify performance gaps.	80/0	N/A	90/1	N/A	79/5	N/A
12. Our division has effective educational programs for the following:						
i. Reading and Language Arts	68/3	N/A	94/0	N/A	77/7	N/A
ii. Writing	65/3	N/A	88/4	N/A	68/12	N/A
iii. Mathematics	68/3	N/A	96/3	N/A	76/6	N/A
iv. Science	62/3	N/A	87/0	N/A	70/7	N/A
v. Social Studies (history or geography)	62/3	N/A	84/5	N/A	71/7	N/A
vi. Foreign Language	62/6	N/A	63/9	N/A	47/7	N/A
vii. Basic Computer Instruction	50/6	N/A	76/8	N/A	58/16	N/A
viii. Advanced Computer Instruction	44/9	N/A	39/16	N/A	30/17	N/A
ix. Music, Art, Drama, and other Fine Arts	70/0	N/A	88/4	N/A	72/4	N/A
x. Physical Education	53/3	N/A	86/2	N/A	75/3	N/A
xi. Career and Technical (Vocational) Education	67/0	N/A	57/7	N/A	40/10	N/A
xii. Business Education	45/0	N/A	39/9	N/A	32/6	N/A

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
13. The division has effective programs for the following:						
i. Special Education	68/12	N/A	80/12	N/A	67/14	N/A
ii. Literacy Program	65/3	N/A	80/4	N/A	59/9	N/A
iii. Advanced Placement Program	62/3	N/A	58/2	N/A	56/4	N/A
iv. Drop-out Prevention Program	33/18	N/A	21/27	N/A	19/11	N/A
v. Summer School Programs	56/12	N/A	70/14	N/A	64/7	N/A
vi. Honors and Gifted Education	65/6	N/A	75/6	N/A	67/4	N/A
vii. Alternative Education Programs	35/18	N/A	29/33	N/A	30/12	N/A
viii. Career Counseling Program	38/3	N/A	34/12	N/A	26/9	N/A
ix. College Counseling Program	44/0	N/A	36/8	N/A	29/8	N/A
14. The students-to-teacher ratio is reasonable.	65/18	N/A	62/26	N/A	38/48	N/A
15. Our division provides a high quality education that meets or exceeds state and federal mandates.	85/3	N/A	97/0	N/A	78/5	N/A
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	65/6	N/A	87/5	N/A	63/11	N/A
17. There is generally cooperation and collaboration regarding special education issues in our school division.	59/9	N/A	74/11	N/A	64/12	N/A
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	47/3	N/A	86/5	N/A	55/18	N/A
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	41/12	N/A	59/28	N/A	37/20	N/A
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	47/3	N/A	64/9	N/A	32/11	N/A
21. The school division adequately identifies students who are English language learners.	56/0	N/A	74/1	N/A	46/6	N/A
22. The school division provides appropriate and mandated assessments for English language learners.	53/3	N/A	74/1	N/A	34/8	N/A
23. The school division provides documents to parents in their native language.	47/3	N/A	56/11	N/A	34/10	N/A
24. The school division provides adequate translation services.	38/6	N/A	44/18	N/A	29/15	N/A

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

**EXHIBIT A-24**  
**COMPARISON OF RESPONSES WITH OTHER DIVISIONS**  
**PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Teachers' work in meeting students' individual learning needs.	53/21	62/32	83/17	80/20	88/11	81/19
2. Teachers' work in communicating with parents/guardians.	65/15	50/40	75/25	68/31	91/8	77/22
3. How well students' test results are explained to parents/guardians.	47/24	37/44	61/36	51/47	69/22	39/51
4. The amount of time students spend on task learning in the classroom.	47/15	50/33	82/18	73/27	80/18	64/34

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

**EXHIBIT A-25  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Salary levels in this school division are competitive.	53/32	45/39	39/41	42/45	32/49	33/51
2. Our division has an effective employee recognition program.	21/18	N/A	42/25	N/A	31/38	N/A
3. Our division has an effective process for staffing critical shortage areas of teachers.	41/6	N/A	31/26	N/A	20/27	N/A
4. My supervisor evaluates my job performance annually.	71/12	N/A	93/4	N/A	83/10	N/A
5. Our division offers incentives for professional advancement.	27/30	N/A	55/24	N/A	31/36	N/A
6. I know who to contact in the central office to assist me with professional development.	94/6	N/A	98/2	N/A	72/13	N/A
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	94/3	N/A	99/0	N/A	79/11	N/A
8. My salary level is adequate for my level of work and experience.	44/39	42/44	31/43	34/55	19/65	21/67
9. Our division has an effective teacher recruitment plan.	53/6	N/A	67/9	N/A	29/10	N/A
10. I have a professional growth plan that addresses areas identified for my professional growth.	70/18	N/A	96/2	N/A	71/13	N/A

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

**EXHIBIT A-26  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Staff development opportunities provided by this school division for teachers.	74/9	64/31	80/20	69/30	57/42	60/39
2. Staff development opportunities provided by this school division for school administrators.	71/15	54/42	77/23	63/37	23/8	32/21
3. Staff development opportunities provided by this school division for support staff.	50/41	N/A	57/36	N/A	21/17	N/A

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



**EXHIBIT A-27  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our school buildings provide a healthy environment in which to teach.	68/3	N/A	74/7	N/A	57/25	N/A
2. Our schools have sufficient space and facilities to support the instructional programs.	35/18	27/61	58/27	32/58	48/36	29/61
3. Our facilities are clean.	74/12	69/31	65/15	65/34	58/25	53/46
4. Our facilities are well maintained.	68/12	69/31	65/18	65/34	58/23	53/46
5. Our division plans facilities in advance to support growing enrollment.	53/15	N/A	35/35	N/A	30/39	N/A
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	59/6	N/A	39/22	N/A	35/18	N/A
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	65/3	N/A	73/9	N/A	63/14	N/A

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

**EXHIBIT A-28  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Funds are managed wisely to support education in this school division.	62/6	68/18	67/10	67/19	20/42	28/44
2. The budgeting process effectively involves administrators and staff.	62/21	N/A	48/24	N/A	17/41	N/A
3. School administrators are adequately trained in fiscal management techniques.	33/21	N/A	41/39	N/A	18/7	N/A
4. My school allocates financial resources equitably and fairly.	30/6	N/A	84/4	N/A	39/15	N/A
5. The purchasing department provides me with what I need.	33/27	N/A	63/8	N/A	37/21	N/A
6. The purchasing process is easy.	24/50	N/A	47/14	N/A	36/23	N/A
7. Textbooks are distributed to students in a timely manner.	41/9	N/A	60/25	N/A	58/15	N/A
8. The books and resources in the school library adequately meet the needs of students.	32/0	N/A	71/11	N/A	67/11	N/A

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

**EXHIBIT A-29  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART H: TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	3/35	9/55	18/72	20/68	14/72	19/60
2. The division has a simple method of requesting buses for special events and trips.	35/3	N/A	73/9	N/A	47/10	N/A
3. Bus drivers maintain adequate discipline on the buses.	27/0	N/A	48/28	N/A	32/14	N/A
4. Buses are clean.	38/0	N/A	68/7	N/A	41/2	N/A
5. Buses arrive early enough for students to eat breakfast at school.	27/6	N/A	72/13	N/A	53/12	N/A
6. Buses are safe.	50/0	N/A	72/9	N/A	43/9	N/A

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

**EXHIBIT A-30  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our school division provides adequate technology-related staff development.	77/6	N/A	86/5	N/A	73/13	N/A
2. Our school division requests input on the long-range technology plan.	47/18	N/A	60/19	N/A	38/25	N/A
3. Our school division provides adequate technical support.	71/12	N/A	85/8	N/A	66/17	N/A
4. I have adequate equipment and computer support to conduct my work.	68/18	71/21	76/15	66/25	53/35	56/34
5. Administrative computer systems are easy to use.	80/12	N/A	86/4	N/A	47/8	N/A
6. Technology is effectively integrated into the curriculum in our division.	44/6	N/A	70/9	N/A	60/18	N/A

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

**EXHIBIT A-31  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The school division's job of providing adequate instructional technology.	65/21	55/42	76/24	48/50	63/34	48/49
2. The school division's use of technology for administrative purposes.	74/21	55/45	82/18	56/43	55/16	46/30

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

**EXHIBIT A-32  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. The food services department provides nutritious and appealing meals and snacks.	27/65	64/12	30/44	59/24	33/32	42/34
2. The food services department encourages student participation through customer satisfaction surveys.	6/91	N/A	10/37	N/A	10/20	N/A
3. Cafeteria staff are helpful and friendly.	41/56	N/A	74/11	N/A	67/9	N/A
4. Cafeteria facilities are clean and neat.	56/44	N/A	94/3	N/A	81/2	N/A
5. Parents/guardians are informed about the menus.	53/47	N/A	77/1	N/A	63/4	N/A

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

**EXHIBIT A-33**  
**COMPARISON OF RESPONSES WITH OTHER DIVISIONS**  
**PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Our schools are safe and secure from crime.	68/3	67/15	82/5	82/8	68/14	57/25
2. Our schools effectively handle misbehavior problems.	44/9	55/23	92/2	75/13	54/25	39/45
3. There is administrative support for managing student behavior in our schools.	59/3	69/12	94/1	89/6	66/15	56/29
4. If there were an emergency in my school/office, I would know how to respond appropriately.	74/0	79/7	98/0	96/2	90/4	87/6
5. Our division has a problem with gangs.	15/21	N/A	36/17	N/A	28/28	N/A
6. Our division has a problem with drugs, including alcohol.	21/12	N/A	44/11	N/A	43/20	N/A
7. Our division has a problem with vandalism.	15/24	N/A	36/27	N/A	33/25	N/A
8. Our school enforces a strict campus access policy.	35/24	N/A	57/17	N/A	51/17	N/A

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

**EXHIBIT A-34  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	32/24	42/33	63/18	52/30	38/41	27/52
2. Parents/guardians in this school division are satisfied with the education their children are receiving.	65/0	58/15	92/0	74/8	75/2	55/12
3. Most parents/guardians seem to know what goes on in our schools.	56/6	37/37	70/13	45/35	56/21	31/47
4. Parents/guardians play an active role in decision making in our schools.	35/15	35/24	53/14	57/22	33/25	35/38
5. This community really cares about its children's education.	80/0	63/15	88/3	71/14	75/9	50/26
6. Our division works with local businesses and groups in the community to help improve education.	74/3	N/A	89/2	N/A	64/7	N/A
7. Parents/guardians receive regular communications from the division.	83/3	N/A	95/0	N/A	86/2	N/A
8. Our school facilities are available for community use.	94/0	N/A	97/1	N/A	85/1	N/A

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

**EXHIBIT A-35  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%G + E) / (%F + P) <sup>1</sup>					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	56/18	29/55	75/25	37/62	50/48	23/74
2. Parent/Guardians/guardians' participation in school activities and organizations.	47/24	28/59	61/39	35/65	46/51	25/73
3. How well relations are maintained with various groups in the community.	56/21	59/36	71/28	65/32	56/27	44/43

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

**EXHIBIT A-36  
COMPARISON OF RESPONSES WITH OTHER DIVISIONS  
PART M: SCHOOL DIVISION OPERATIONS**

SCHOOL DIVISION PROGRAMS AND FUNCTIONS	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) <sup>1</sup>		/		% (ADEQUATE + OUTSTANDING) <sup>1</sup>	
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DIVISIONS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DIVISIONS	TEACHER	TEACHER IN OTHER DIVISIONS
a. Budgeting	32/58	48/46	35/60	48/49	70/16	64/17
b. Strategic planning	41/50	45/42	34/63	39/53	45/33	48/25
c. Curriculum planning	12/59	30/50	26/73	40/59	41/53	49/44
d. Financial management and accounting	29/64	37/53	16/71	35/61	49/25	49/24
e. Grants administration	9/56	27/49	20/60	34/49	18/30	21/33
f. Community relations	6/91	40/52	4/93	38/60	22/61	52/39
g. Program evaluation, research, and assessment	30/36	35/49	24/63	33/63	29/43	41/39
h. Instructional technology	33/36	47/42	27/71	59/41	35/57	52/42
i. Administrative technology	39/44	41/51	26/72	46/51	16/43	23/35
j. Internal Communication	53/44	N/A	43/55	N/A	33/54	N/A
k. Instructional support	27/53	31/51	21/77	43/56	42/52	46/46
l. Coordination of Federal Programs (e.g., Title I, Special Education)	18/44	24/53	23/55	33/56	22/42	36/42
m. Personnel recruitment	24/53	46/43	18/73	48/47	16/41	38/36
n. Personnel selection	29/56	45/49	17/80	41/57	25/45	40/39
o. Personnel evaluation	50/41	47/49	44/54	40/58	30/58	39/50
p. Staff development	32/65	47/50	30/69	42/57	43/52	42/52
q. Data processing	24/41	37/46	16/64	37/53	10/37	20/35
r. Purchasing	47/36	34/54	14/68	36/58	19/39	31/32
s. Safety and security	44/38	26/62	35/64	28/68	28/63	39/47
t. Plant maintenance	33/44	41/50	49/44	54/44	25/43	40/36
u. Facilities planning	38/39	38/49	44/41	50/44	29/37	40/28
v. Transportation	30/44	22/65	40/56	43/54	22/57	33/46
w. Food service	9/47	18/68	36/61	35/64	32/52	41/47
x. Custodial services	41/41	37/54	59/37	46/52	38/53	43/49
y. Risk management	15/59	21/54	13/72	22/62	13/48	22/33

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

***APPENDIX B: PEER COMPARISON  
DATA***

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## **APPENDIX B: PEER COMPARISON DATA**

The practice of benchmarking is often used to make comparisons between and among school districts. 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. Effective benchmarking has proven to be especially valuable to strategic planning initiatives within school districts.

With this in mind, MGT initiated a benchmarking comparison of Chesterfield County Public Schools (CCPS) to provide a common foundation for comparing systems and processes within the school district with those of other, similar systems. It is important for readers to keep in mind that the data for the comparisons is captured in non-standardized systems, is self-reported, and different school districts may have different operational definitions. Since data discrepancies are likely, the reader is cautioned to analyze the exhibits in terms of trends, and not to over-interpret the data in the comparisons.

The Virginia peer school divisions were selected on the basis of enrollment, socioeconomic and demographic factors, geography, free and reduced lunch eligibility, and the Virginia cluster designation. The source data are from the Virginia Department of Education (VDOE) Web site and the National Center for Education Statistics Web site. CCPS is one of eight school divisions identified in the revised VDOE cluster 2. Exhibit information is from the 2008-09 school year whenever possible, as it is the most current fully reported data.

The Virginia public school divisions selected from cluster 2 to compare with CCPS are:

- Chesapeake City
- Henrico County
- Prince William County
- Virginia Beach City

**Exhibit B-1** presents several important demographics for CCPS and its peers for the 2006-07 through 2008-09 school years. Compared to peer divisions, CCPS had:

- A larger student enrollment compared to the division average for the past three years.
- The lowest percentage of students eligible for free and reduced lunches among three years.
- Lower number of LEP students compared to the division average all years.
- Similar percentage of students with disabilities for the 2006-07 and 2007-08 school years (data were not available for the 2008-09 school year).



**EXHIBIT B-1  
OVERVIEW OF CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS**

SCHOOL DIVISION	TOTAL STUDENT ENROLLMENT			% ELIGIBLE FOR FREE AND REDUCED LUNCH			# STUDENTS LEP			% STUDENTS w/ DISABILITIES		
	06-07	07-08	08-09	06-07	07-08	08-09	06-07	07-08	08-09	06-07	07-08	08-09
<b>Chesterfield County</b>	<b>58,455</b>	<b>58,969</b>	<b>59,080</b>	<b>22.49</b>	<b>23.47</b>	<b>24.73</b>	<b>2,382</b>	<b>2,105</b>	<b>1,921</b>	<b>14.20</b>	<b>13.52</b>	<b>*</b>
Chesapeake City	39,763	40,003	39,901	24.96	25.33	26.62	488	470	508	17.84	17.57	*
Henrico County	47,680	48,620	48,991	30.21	25.51	29.11	2,684	2,633	2,258	14.74	14.11	*
Prince William County	70,948	72,989	73,918	28.60	29.86	31.54	13,157	13,404	11,820	11.40	11.25	*
Virginia Beach City	72,543	72,478	71,564	30.79	27.18	29.13	1,095	1,025	1,008	13.97	13.38	*
<b>DIVISION AVERAGE</b>	<b>57,878</b>	<b>58,612</b>	<b>58,691</b>	<b>27.41</b>	<b>26.27</b>	<b>28.22</b>	<b>3,961</b>	<b>3,927</b>	<b>3,503</b>	<b>14.43</b>	<b>13.97</b>	<b>*</b>

Sources: VDOE Division Report Cards; VDOE Data & Reports: Virginia Education Statistics; VDOE Superintendent's Annual Report 2008-09.

\*Data for % students with disabilities not available for the 2008-2009 school year.

**Exhibit B-2** presents student enrollment by ethnicity in CCPS and the comparison divisions. Compared to peer divisions, CCPS had:

- A larger percentage of White students than the division average in all years.
- Two of the three school years had a larger percentage of Black students than the division average.
- Lower percentage of Hispanic, Asian, and Other/Unspecified students compared to the division average among all years.

**EXHIBIT B-2  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
STUDENT ENROLLMENT BY ETHNICITY**

SCHOOL DIVISION	% WHITE			% BLACK			% HISPANIC			% ASIAN			% OTHER/ UNSPECIFIED		
	06-07	07-08	08-09	06-07	07-08	08-09	06-07	07-08	08-09	06-07	07-08	08-09	06-07	07-08	08-09
<b>Chesterfield County</b>	<b>61.87</b>	<b>60.69</b>	<b>54.91</b>	<b>26.89</b>	<b>27.39</b>	<b>35.31</b>	<b>6.37</b>	<b>7.23</b>	<b>3.17</b>	<b>2.99</b>	<b>3.27</b>	<b>2.95</b>	<b>1.88</b>	<b>1.42</b>	<b>3.66</b>
Chesapeake City	56.89	55.81	59.45	35.39	35.41	27.71	2.57	2.93	7.90	2.80	2.82	3.41	2.34	3.03	1.53
Henrico County	49.19	47.59	46.02	35.83	35.93	36.00	3.98	4.18	4.50	5.21	5.53	5.91	5.80	6.77	7.57
Prince William County	41.85	40.57	40.53	22.39	22.40	22.84	24.26	25.08	24.05	7.08	7.26	7.52	4.42	4.68	5.06
Virginia Beach City	57.12	56.04	55.54	27.49	27.83	27.57	5.36	5.72	6.04	5.55	5.65	5.65	4.49	4.76	5.21
<b>DIVISION AVERAGE</b>	<b>53.38</b>	<b>52.14</b>	<b>51.29</b>	<b>29.60</b>	<b>29.79</b>	<b>29.89</b>	<b>8.51</b>	<b>9.03</b>	<b>9.13</b>	<b>4.73</b>	<b>4.91</b>	<b>5.09</b>	<b>3.79</b>	<b>4.13</b>	<b>4.60</b>

Sources: VDOE Division Report Cards; VDOE Data & Reports: Virginia Education Statistics; VDOE Superintendent's Annual Report 2008-09.

**Exhibit B-3** presents per-pupil expenditures and revenues by source for the 2005-06 through 2007-08 school years. In comparison, CCPS:

- Spent less per pupil expenditure than the division average all three years.
- Received less local funds than the division average for two out of the three years.
- Received more funds from state/retail sales and land use taxes than the division average all three years.
- Received less federal funds compared to the division average all three years.

**EXHIBIT B-3  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
PER PUPIL EXPENDITURES AND REVENUES**

SCHOOL DIVISION	EXPENDITURES PER PUPIL			REVENUE BY SOURCE								
				LOCAL FUNDS <sup>1</sup>			STATE/RETAIL SALES AND USE TAX FUNDS <sup>2</sup>			FEDERAL FUNDS		
	05-06	06-07	07-08	05-06	06-07	07-08	05-06	06-07	07-08	05-06	06-07	07-08
<b>Chesterfield County</b>	<b>7,858</b>	<b>8,626</b>	<b>9,344</b>	<b>42.28%</b>	<b>41.47%</b>	<b>44.94%</b>	<b>52.60%</b>	<b>53.79%</b>	<b>50.88%</b>	<b>5.12%</b>	<b>4.74%</b>	<b>4.19%</b>
Chesapeake City	9,051	10,076	10,690	42.28%	46.62%	42.78%	51.46%	47.27%	51.39%	6.26%	6.11%	5.83%
Henrico County	7,953	8,349	8,913	48.64%	40.24%	44.31%	45.68%	53.45%	49.71%	5.68%	6.30%	5.97%
Prince William County	9,384	10,388	10,682	47.03%	47.07%	47.75%	48.31%	48.40%	48.02%	4.67%	4.53%	4.23%
Virginia Beach City	9,113	10,489	10,796	43.01%	43.48%	44.90%	48.34%	48.46%	47.06%	8.65%	8.06%	8.04%
<b>DIVISION AVERAGE</b>	<b>8,672</b>	<b>9,586</b>	<b>10,085</b>	<b>44.65%</b>	<b>43.78%</b>	<b>44.94%</b>	<b>49.28%</b>	<b>50.28%</b>	<b>49.41%</b>	<b>6.07%</b>	<b>5.95%</b>	<b>5.65%</b>

Source: VDOE Superintendent's Annual Report 2007-08.

Data for the 2008-09 school year not available.

<sup>1</sup> Operations include regular day school, school food services, summer school, adult education, and other education, but do not include pre-kindergarten, non-regular day school programs, non-local education agency (LEA) programs, debt service, or capital outlay additions. Non-LEA programs include expenditures made by a school division for state-operated education programs (in hospitals, clinics, and detention homes) that are located within the school division and reimbursed with state funds.

<sup>2</sup> Sales Tax amounts are as reported on the Annual School Report and include both the one percent and one-eighth percent.

**Exhibit B-4** compares CCPS disbursements for 2007-08 to the peer average. As the exhibit shows, CCPS:

- Total disbursements per pupil of \$11,439.90 were 3.84 percent less than the peer average.
- Disbursements for administration, operations and maintenance, instruction, and transportation were less than the peer average.
- Disbursements for facilities and debt service and transfers were more than the peer average.

**EXHIBIT B-4  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
DISBURSEMENTS PER PUPIL BY CATEGORY  
2007-08 SCHOOL YEAR**

PROGRAM	CCPS	PEER DIVISION AVERAGES	CCPS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE	
			AMOUNT	PERCENT
Administration	\$246.38	\$302.43	(\$56.05)	(18.53%)
Attendance and Health Services	\$106.64	\$142.83	(\$36.19)	(25.34%)
Pupil Transportation Services	\$553.93	\$565.70	(\$11.77)	(2.08%)
Operation and Maintenance Services	\$1,021.11	\$1,086.16	(\$65.05)	(5.99%)
Facilities	\$1,376.36	\$1,246.61	\$129.75	10.41%
Instruction	\$6,930.22	\$7,597.49	(\$667.27)	(8.78%)
Summer School	\$40.97	\$47.88	(\$6.91)	(14.43%)
School Food Services	\$294.33	\$331.57	(\$37.24)	(11.23%)
Adult Education	\$17.55	\$26.96	(\$9.41)	(34.90%)
Other Educational Programs	\$104.34	\$71.05	\$33.29	46.85%
Debt Service and Transfers	\$748.07	\$478.22	\$269.85	56.43%
<b>TOTAL DISBURSEMENTS</b>	<b>\$11,439.90</b>	<b>\$11,896.90</b>	<b>(\$457)</b>	<b>(3.84%)</b>

Source: 2008 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site 2009.

**Exhibit B-5** presents a comparison of receipts by funding source for CCPS and the peer divisions. As shown in the exhibit, CCPS funds 35.64 percent of costs for the division from state funds, while the peer average is 36.08 percent. CCPS receives 40.34 percent of its funds from local funds as compared to the peer average of 42.52 percent. Loans, bonds, etc. for CCPS accounts for 9.36 percent of its revenues while the peer average is 5.51 percent.

**EXHIBIT B-5**  
**CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS**  
**COMPARISON OF RECEIPTS BY FUND SOURCE**  
**2007-08 SCHOOL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
<b>Chesterfield</b>	<b>7.49%</b>	<b>35.64%</b>	<b>3.66%</b>	<b>40.34%</b>	<b>3.51%</b>	<b>9.36%</b>
Chesapeake City	8.89%	39.62%	5.39%	44.02%	2.05%	0.03%
Henrico	9.08%	35.32%	5.17%	43.15%	2.35%	4.93%
Prince William	7.00%	33.76%	3.82%	45.68%	2.93%	6.81%
Virginia Beach	8.63%	36.05%	7.33%	39.42%	2.16%	6.41%
<b>Peer School Division Average</b>	<b>8.22%</b>	<b>36.08%</b>	<b>5.07%</b>	<b>42.52%</b>	<b>2.60%</b>	<b>5.51%</b>

Source: 2008 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site 2009.

**Exhibit B-6** compares the 2009-10 fall membership, 2007-08 per pupil expenditures, and number of schools per level for all divisions within the peer group. CCPS has 64 schools and 11 specialty centers. There are nine Title I school-wide elementary schools and one Title I targeted assistance elementary school. The per-pupil expenditure for 2007-08 was \$9,344 with an operating budget of \$594.5 million.

CCPS student membership of 59,509 students closely matches the peer division average of 59,372 students. CCPS has lower than the average elementary schools with 38. The number of middle and high schools in CCPS are slightly higher than the peer average (14 and 10, respectively).

**EXHIBIT B-6**  
**CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS**  
**MEMBERSHIP, PER PUPIL EXPENDITURES, AND NUMBER OF SCHOOLS**

DIVISION NAME	2009-10 FALL MEMBERSHIP <sup>1</sup>	2007-08 PER PUPIL EXPENDITURE <sup>2</sup>	ELEMENTARY SCHOOLS <sup>3</sup>	MIDDLE SCHOOLS <sup>3</sup>	HIGH SCHOOLS <sup>3</sup>	OTHER SCHOOLS <sup>3</sup>
<b>Chesterfield County</b>	<b>59,509</b>	<b>9,344</b>	38	14	11	1
Chesapeake City	39,883	10,690	28	10	7	2
Henrico County	49,407	8,913	45	13	10	3
Prince William County	76,862	10,682	55	15	10	5
Virginia Beach City	71,198	10,796	56	14	11	4
<b>Peer Division Average</b>	<b>59,372</b>	<b>10,085</b>	<b>44</b>	<b>13</b>	<b>10</b>	<b>3</b>

Sources:

<sup>1</sup>Virginia Department of Education, Data & Reports: Virginia Education Statistics, 2009 Fall Membership.

<sup>2</sup>Virginia Education Statistics; VDOE Superintendent's Annual Per Pupil Expenditure Report 2005-06, 2006-07 and 2007-08.

<sup>3</sup>Number of schools from individual division Web sites.

**Exhibit B-7** displays the administrative, technical, clerical, and instructional support positions found within the departments of instructional administration and instructional support at CCPS and in the peer group divisions.

In the 2005-06 and 2006-07 school years, CCPS was below the peer average. In 2007-08, CCPS superseded the peer division average. CCPS has had more technical and clerical support staff than the division peer average all three years. CCPS instructional support was significantly below the peer division average for all three years of this study.

**EXHIBIT B-7  
CHESTERFIELD COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS  
ADMINISTRATIVE, TECHNICAL, CLERICAL AND INSTRUCTIONAL SUPPORT  
PERSONNEL  
2005-06 THROUGH 2007-08**

DIVISION	ADMINISTRATIVE			TECHNICAL AND CLERICAL			INSTRUCTIONAL SUPPORT		
	2005-06	2006-07	2007-08	2005-06	2006-07	2007-08	2005-06	2006-07	2007-08
<b>Chesterfield</b>	<b>22.55</b>	<b>23.36</b>	<b>53.58</b>	<b>482.22</b>	<b>508.55</b>	<b>528.55</b>	<b>47.40</b>	<b>61.85</b>	<b>43.96</b>
Chesapeake	10.50	11.50	11.50	287.45	293.50	306.00	50.43	62.00	65.11
Henrico	16.00	16.30	18.44	298.66	312.50	317.22	76.00	86.00	80.87
Prince William	130.16	116.30	114.45	670.11	774.56	811.66	179.30	185.46	175.68
Virginia Beach	18.00	14.40	15.00	608.59	618.57	606.95	210.00	215.60	161.77
<b>Peer Division Average</b>	<b>39.44</b>	<b>36.37</b>	<b>42.59</b>	<b>469.41</b>	<b>501.54</b>	<b>514.08</b>	<b>112.63</b>	<b>122.18</b>	<b>105.48</b>

Sources: Virginia Education Statistics; VDOE Superintendent's Annual Report 2005-06, 2006-07 and 2007-08, Table 18. 2008-09 Superintendent's Annual Report not available at the time of study.