

ROANOKE CITY PUBLIC SCHOOLS

Building Tomorrow's Future Today

SCHOOL DIVISION EFFICIENCY REVIEW

FINAL REPORT



May 15, 2007

SCHOOL DIVISION EFFICIENCY REVIEW OF ROANOKE CITY PUBLIC SCHOOLS FOR THE COMMONWEALTH OF VIRGINIA

Final Report

Presented to:

The Commonwealth of Virginia

Submitted by:



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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

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

In the fall of 2005, MGT of America, Inc., contracted with the Roanoke City Public Schools (RCPS) School Board to conduct an academic auditing services review of the school division. The 2005 review consisted of an evaluation of division administration, the delivery of educational services (including curriculum instruction and educational programs), human resources management, financial management, purchasing, warehousing, fixed assets, and administrative and instructional technology. MGT's final report highlighted many commendable practices and provided 116 recommendations for improvement. Full implementation of all recommendations from the 2005 report would result in a net savings of approximately \$11.3 million for the division.

In December 2006, MGT was awarded a contract to conduct an efficiency review of Roanoke City Public Schools (RCPS). The audit focused on evaluating the financial, organizational, and operational effectiveness of RCPS in order to present a final report of findings, commendations, recommendations, and projected costs and/or cost savings associated with implementing the recommendations. The object of the review is to identify ways that RCPS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Like the 2005 review, this efficiency review covers division administration, human resources management, financial management, and technology. Additional areas of review include food service management, transportation, facilities management, and educational service delivery.

Overview of Roanoke City Public Schools

Roanoke City Public Schools consists of 29 schools: 21 elementary schools, six middle schools, and two high schools. The division also includes four specialty schools. RCPS serves approximately 13,000 students and employs over 1,000 teachers, with a student to teacher ratio of 18:1. RCPS School Board members are appointed by the City Council for a three-year term of office. The terms of the seven-member board are staggered, and no more than three board seats are appointed each year. Board members may apply for reappointment to the board and serve a maximum of three three-year terms. The RCPS School Board meets regularly each month and holds additional special meetings and workshops during the year for budget study or other purposes.

RCPS goals for 2006-07 are to improve academic achievement for all students while closing achievement gaps; to provide safe and effective learning environments; to ensure effective management and efficiency through divisionwide systems of accountability; to implement programs and procedures to train, promote, and retain a

highly qualified and diverse staff; and to establish strong home, school, business, and community relationships that support achievement.

Review Methodology

This section describes the methodology MGT used to prepare for and conduct the Roanoke City Public Schools Efficiency Review. Throughout our practice we have discovered that to be successful, an efficiency review of a school division must:

- Be based upon a very detailed workplan and time schedule.
- Specifically take into account the specific environment within which the school division operates and the unique student body involved.
- Obtain input from Board members, administrators, staff, and the community.
- Identify the existence, appropriateness, and application 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 review guidelines as well as MGT's audit guidelines, following the analysis of existing data and new information. Each of the strategies we used is described below.

Review of Existing Records and Data Sources

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

More than 100 documents were requested from RCPS. Materials MGT requested included, but were not limited, to the following:

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

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

Diagnostic Review

A diagnostic review of RCPS was conducted from January 10 through 12, 2007. An MGT consultant interviewed central office administrators, community leaders, School Board members, and parents concerning the management and operations of RCPS.

Employee Surveys

Roanoke City Public Schools and MGT of America, Inc., chose not to conduct employee surveys since recent survey data had been collected during the 2005-06 academic auditing services review conducted by MGT. The survey results from the 2005 report are contained in **Appendix A**.

Conducting the Formal On-Site Review

A team of nine consultants conducted the formal on-site review of RCPS during the week of February 12, 2007. They examined the following RCPS systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management/Purchasing
- Technology Management
- Food Services
- Transportation
- Educational Service Delivery
- Facilities Use and Management

Prior to the on-site review, each team member was provided with an extensive set of information about RCPS operations. While on site, team members conducted detailed reviews of the structure and operations of RCPS in their assigned functional areas. Many RCPS schools were visited, and most were visited more than once.

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

Comparison Summary

MGT performed a data comparison between Roanoke City Public Schools and other divisions in its cluster that are of similar size and located in the same part of the Commonwealth. RCPS and MGT jointly selected the peer school divisions for the review. In comparison to these other school divisions, RCPS has the fourth-lowest student population and the highest percentage of economically disadvantaged students. RCPS has the second-highest number of teachers per 1,000 students, the third-highest ratio of pupils to classroom teaching positions for grades K-7 (along with Hampton City), and the lowest ratio of pupils to classroom teaching positions for grades 8-12.

RCPS reports the highest instruction disbursements per pupil and the second-lowest administration disbursements per pupil. In regard to receipts by fund source, the division reports that most of its funds come from local sources. RCPS reports a higher percentage of revenue from loans and bonds than the peer division average. RCPS has a lower percentage of revenue from sales and use tax, state, and federal funds than the peer division average.

Commendations

Details on each commendation for exemplary practices may be found in Chapters 2.0 through 9.0 of the report. The key commendations are as follows:

- The RCPS School Board and administration are commended for storing the meeting agenda and approved minutes appropriately and posting them on the division's Web site, thus making important information readily available to the public (**Chapter 2.0**).
- The RCPS School Board is commended for establishing important standing committees to guide policy development, budgeting, and planning, as well as ad hoc groups to support collaborative activity with the Roanoke City Council (**Chapter 2.0**).
- RCPS has developed an exemplary strategic plan that is based on best practices and clearly is utilized in establishing important priorities to guide budget development and maintain organizational focus, and the department for accountability and planning has developed a project manager tool that permits effective tracking of implementation progress (**Chapter 2.0**).

- RCPS is commended for joining with the City of Roanoke to determine the feasibility of bringing both organizations' health care benefits under one program to help reduce costs to both (**Chapter 3.0**).
- The division is commended for establishing an office of professional development and developing a comprehensive plan in response to needs identified on the basis of student performance, instructional needs, and district data (**Chapter 3.0**).
- RCPS is commended for participating with the City of Roanoke to address the funding formula used to allocate local revenues to the division (**Chapter 4.0**).
- RCPS is commended for establishing a mandatory direct deposit program for all new division employees (**Chapter 4.0**).
- RCPS is commended for increasing efforts to participate in purchasing cooperatives (**Chapter 4.0**).
- RCPS is commended for developing a grants information management system that has improved grant management responsibilities (**Chapter 4.0**).
- RCPS is commended for taking an extra step to ensure that teachers are prepared to use technology in the classroom (**Chapter 5.0**).
- The student services department is commended for implementing ParentLink (**Chapter 5.0**).
- The Formula One team at Breckinridge Middle School, and their teacher, are commended for their outstanding accomplishments at the national F1 in School Formula One Technology Challenge and their representation of the United States at the international competition (**Chapter 5.0**).
- RCPS is commended for storing food-related goods on clearly marked shelves in order to conduct monthly inventories in an efficient manner (**Chapter 6.0**).
- The department of food and nutrition has implemented a unique and commendable approach to training staff for the assistant manager position in order to promote from within (**Chapter 6.0**).
- The transportation department is commended for accomplishing a highly effective training and safety program, thereby ensuring that qualified bus drivers and attendants are available to transport students safely to and from school (**Chapter 7.0**).

- The director of transportation and his staff are commended for working with the homeless student advocate to provide transportation for homeless students (**Chapter 7.0**).
- The director of transportation and the lead garage foreman are commended for creating extended vehicle maintenance hours that improve the quality of repairs and scheduled maintenance in RCPS (**Chapter 7.0**).
- RCPS is commended for improving academic achievement of all students (**Chapter 8.0**).
- RCPS is commended for the development and implementation of research-based programs and instructional strategies aimed to improve student performance and improve post-secondary outcomes (**Chapter 8.0**).
- The City Council and the School Board are commended for working together to jointly address the issue of efficiencies in the school facilities (**Chapter 9.0**).
- RCPS is commended for having the foresight to hire construction project managers (**Chapter 9.0**).
- The RCPS maintenance department is commended for using a comprehensive work order system (**Chapter 9.0**).
- RCPS is commended for having a completion rate on submitted work orders of over 97 percent for fiscal year 2005-06 (**Chapter 9.0**).
- RCPS is commended for staffing the building operations department (custodial services) at best practice levels (**Chapter 9.0**).
- The division is commended for installing a computerized HVAC control system (**Chapter 9.0**).

Key Recommendations

Although this executive summary briefly highlights key efficiency issues in Roanoke City Public Schools, detailed recommendations for improving operations are found throughout the main body of the full report. Key recommendations for improvement include the following:

- Reallocate resources to fund an internal auditor to monitor internal functions of the division to ensure alignment with Baldrige criteria and controlling laws and regulations. (**Chapter 2.0: Recommendation 2-2**).
- Seek assistance from the Virginia School Boards Association to finalize the superintendent performance assessment system and

begin implementation for the 2007-08 school year (**Chapter 2.0: Recommendation 2-4**).

- Establish with the Roanoke City Council a collaboratively developed policy or memorandum of agreement to guide the process of sharing services (**Chapter 2.0: Recommendation 2-6**).
- Realign selected functions and organize the central office to address span of control issues (**Chapter 2.0: Recommendation 2-7**).
- Reorganize the superintendent's executive leadership staff to include the recommended deputy positions: executive director for accountability, planning, and communications; area directors; executive director for student services; and executive director for curriculum and instruction, a total of seven positions (**Chapter 2.0: Recommendation 2-8**).
- Reorganize the department for accountability and planning as the department of accountability, planning, and communications with responsibility for communications (public relations); data analysis; testing, research and evaluation, and technology; and grants; and assign overall administrative responsibility to the executive director reporting directly to the superintendent (**Chapter 2.0: Recommendation 2-9**).
- Reorganize the department for public relations under the department of accountability, planning, and communications, and rename it the department of communications and community relations (**Chapter 2.0: Recommendation 2-11**).
- Develop site-based management training modules to ensure appropriate implementation by newly appointed principals and the preparation of prospective school principals (**Chapter 2.0: Recommendation 2-13**).
- Implement the RCPS Extended Day Study Committee's recommendation on elementary and secondary start times as approved by the School Board at the March 8, 2005, regular meeting (**Chapter 2.0: Recommendation 2-15**).
- Develop an internal online exit survey for employees to complete upon leaving the division (**Chapter 3.0: Recommendation 3-4**).
- Implement an up-to-date human resources management system. This issue is addressed and a recommendation made in **Chapter 5.0 Technology** of this report (**Chapter 3.0: Recommendation 3-5**).
- Revisit the November 2005 MGT recommendation to purchase a sub-finder system or require the substitute caller to maintain detailed

and accurate records of daily teacher absences (**Chapter 3.0: Recommendation 3-7**).

- Continue to analyze salaries offered to teachers and make adjustments as the budget allows (**Chapter 3.0: Recommendation 3-8**).
- Organize and coordinate training activities to increase staff development for classified employees and place the coordination of these activities under the direction of the office of professional development (**Chapter 3.0: Recommendation 3-9**).
- Move the office of professional development to the human resources department and as part of that office include staff development for classified staff (**Chapter 3.0: Recommendation 3-10**).
- Provide centralized coordination of textbooks, develop textbook management procedures, and develop a multi-year plan for textbook purchases (**Chapter 4.0: Recommendation 4-2**).
- Identify all costs incurred for the food service department and charge the food service fund for utilities and other allowable operating costs (**Chapter 4.0: Recommendation 4-4**).
- Ensure that the request for proposals for the new payroll system provides for electronic interfacing with human resources, position control, and an employee time component (**Chapter 4.0: Recommendation 4-6**).
- Consider contracting with the City of Roanoke for centralized risk management assistance (**Chapter 4.0: Recommendation 4-8**).
- Develop a process to analyze accidents and conduct safety training directed at reducing reoccurring accidents (**Chapter 4.0: Recommendation 4.9**).
- Require that all grant applications be approved by the grants coordinator in the research and evaluation department (**Chapter 4.0: Recommendation 4-14**).
- Work with the Technology Committee to devise a plan for developing and implementing an intranet (**Chapter 5.0: Recommendation 5-2**).
- Ensure that the director of technology or his designee is included in the division's planning team any time a new school is to be built or an old school is to be renovated (**Chapter 5.0: Recommendation 5-4**).
- Establish a five-year replacement cycle for all computers (**Chapter 5.0: Recommendation 5-6**).

- Continue to cooperate with the City of Roanoke in developing and implementing a comprehensive Human Resources Management System that can be used by both governmental agencies (**Chapter 5.0: Recommendation 5-7**).
- Send appropriate information systems analysts to classes offered by Apple to enable them to become certified in Macintosh support (**Chapter 5.0: Recommendation 5-8**).
- Invest in remote management software as a way of enhancing the technical support that is provided to the Macs and PCs in the division (**Chapter 5.0: Recommendation 5-9**).
- Reduce staff time by at least 20 hours per day at schools performing below best practice levels (**Chapter 6.0: Recommendation 6-1**).
- Reduce labor costs to best practice levels of 40 percent of revenue (**Chapter 6.0: Recommendation 6-2**).
- Use USDA commodities as the primary source of food in the school division and supplement with local vendors as needed (**Chapter 6.0: Recommendation 6-5**).
- Formalize an annual plan to gather and analyze area school division meal prices to bring RCPS prices into alignment with the average (**Chapter 6.0: Recommendation 6-6**).
- Schedule bus transportation and school start times to allow all students sufficient opportunity to eat breakfast each day (**Chapter 6.0: Recommendation 6-7**).
- Develop and implement standards requiring all staff to be prepared to serve students when the lunch period begins each day (**Chapter 6.0: Recommendation 6-9**).
- Refine and update the organization of the transportation department to maximize efficiency (**Chapter 7.0: Recommendation 7-1**).
- Consider establishing a 13-year bus replacement plan (**Chapter 7.0: Recommendation 7-2**).
- Eliminate seven buses from the current spare bus inventory and establish a policy to limit the number of spare buses in RCPS and achieve cost savings (**Chapter 7.0: Recommendation 7-3**).
- Eliminate existing school attendance zones and establish new attendance zones that correspond to contemporary education requirements and make a final determination on establishing a two-tiered transportation system (**Chapter 7.0: Recommendation 7-4**).
- Fully utilize the TRAPEZE/SMARTR system to obtain the benefits of the division's investment in an automated system and achieve

efficiencies and cost effectiveness (**Chapter 7.0: Recommendation 7-9**).

- Require, budget, and fund ASE certification for mechanics (**Chapter 7.0: Recommendation 7-13**).
- Eliminate the coordinator of reading, the coordinator of library/media, and one coordinator for pre-kindergarten programs (**Chapter 8.0: Recommendation 8-1**).
- Reclassify the director of guidance as a coordinator of guidance and reassign the existing coordinator and proposed coordinator of guidance to Area I and Area II schools rather than to elementary and secondary schools (**Chapter 8.0: Recommendation 8-2**).
- Reassign the development and implementation of a decentralized special education model in RCPS (**Chapter 8.0: Recommendation 8-4**).
- Develop a plan for and implement reduction in teacher units based on continued enrollment decline and closing of schools (**Chapter 8.0: Recommendation 8-6**).
- On an annual basis, as part of the employee evaluation process, review job descriptions and make appropriate revisions (**Chapter 9.0: Recommendation 9-2**).
- Ensure that the appropriate administrators have copies of agreements between the City and Roanoke City Public Schools and understand the role each plays in maintaining school facilities (**Chapter 9.0: Recommendation 9-3**).
- Conduct a comprehensive school facilities study that evaluates the physical condition, educational suitability, enrollment projections, and attendance zones of the school facilities (**Chapter 9.0: Recommendation 9-5**).
- Based on the data and findings from the comprehensive school facilities study, Roanoke City Public Schools should consider consolidating identified elementary schools into large school facilities serving larger student populations (**Chapter 9.0: Recommendation 9-6**).
- Develop and implement a value engineering (VE) process in Roanoke City Public Schools (**Chapter 9.0: Recommendation 9-9**).
- Investigate the opportunity to use the city engineer and staff to develop the needed drawings for building remodeling and renovation projects for the school division (**Chapter 9.0: Recommendation 9-12**).

- Digitize the blueprints and store copies off site or in a secure, fireproof cabinet to prevent a catastrophic loss (**Chapter 9.0: Recommendation 9-14**).
- Employ a Resource Conservation Manager to lower utility costs (**Chapter 9.0: Recommendation 9-19**).

Fiscal Impact

Based on the analyses of data obtained from interviews with RCPS personnel, state and school division documents, and firsthand observations during the on-site review, MGT developed 100 recommendations, 26 of which have fiscal implications.

As shown in **Exhibit 1**, full implementation of the recommendations in this report would generate a total savings of over \$13.7 million over a five-year period. Costs over that same period would equal \$4.4 million, for a potential net savings of **\$9.2 million**, including one-time costs, over a five-year period.

**EXHIBIT 1
SUMMARY OF ANNUAL SAVINGS (COSTS)**

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12	
TOTAL SAVINGS	\$3,423,234	\$2,614,984	\$2,554,984	\$2,554,984	\$2,582,984	\$13,731,170
TOTAL (COSTS)	(\$864,590)	(\$911,590)	(\$906,590)	(\$846,590)	(\$846,590)	(\$4,375,950)
TOTAL NET SAVINGS (COSTS)	\$2,558,644	\$1,703,394	\$1,648,394	\$1,708,394	\$1,736,394	\$9,355,220
ONE-TIME SAVINGS(COSTS)						(\$140,496)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$9,214,724

1.0 INTRODUCTION

1.0 INTRODUCTION

In the fall of 2005, MGT of America, Inc., contracted with the Roanoke City Public Schools (RCPS) School Board to conduct an Academic Auditing Services review of the school division. This review consisted of an evaluation of division administration, the delivery of educational services (including of curriculum, instruction and educational programs), human resources management, financial management, purchasing, warehousing, fixed assets, and administrative and instructional technology. MGT's final report highlighted many commendable practices and provided 116 recommendations for improvement. Full implementation of all recommendations from the 2005 report would have resulted in a net savings of approximately \$11.3 million for the division.

On December 20, 2006, the Commonwealth of Virginia contracted with MGT to conduct an efficiency review of Roanoke City Public Schools (RCPS). The audit focused on evaluating the financial, organizational, and operational effectiveness of RCPS. **Exhibit 1-1** shows an overview of MGT's work plan, and **Exhibit 1-2** provides the timeline for the project activities.

RCPS is commended for integrating MGT's 2005 recommendations into the division's six year strategic plan. RCPS has received statewide recognition for its well written strategic plan. At the onset of this efficiency review, MGT collected a status report on implementation of the previous recommendations. Of the 116 recommendations, 59 have been completed, 29 are in progress, two are not completed, and 25 have been considered but not implemented due to feasibility or lack of funding. Each chapter in this report details the status of the 2005 recommendations.

Like the 2005 review, this efficiency review covers division administration, human resources management, financial management, and technology. Additional areas of review include food service management, transportation, facilities management, and the cost of educational service delivery.

1.1 Overview of Roanoke City Public Schools

Roanoke City Public Schools consists of 29 schools: 21 elementary schools, six middle schools, two high schools. The division also includes four specialty schools. RCPS serves approximately 13,000 students and employs over 1,000 teachers, with a student to teacher ratio of 18:1. RCPS School Board members are appointed by the City Council for a three-year term of office. The terms of the seven-member board are staggered, and no more than three board seats are appointed each year. Board members may apply for reappointment to the board and serve a maximum of three three-year terms. The RCPS School Board meets regularly each month, and hold additional special meetings and workshops during the year for budget study or other purposes.

RCPS goals for 2006-07 are to improve academic achievement for all students while closing achievement gaps; to provide safe and effective learning environments; to ensure effective management and efficiency through divisionwide systems of accountability; to implement programs and procedures to train, promote, and retain a highly qualified and diverse staff; and to establish strong home, school, business, and community relationships that support achievement.

1.2 Methodology

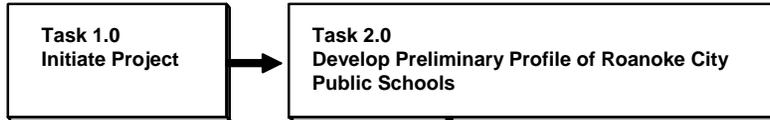
This section describes the methodology MGT used to prepare for and conduct the Roanoke City Public Schools Efficiency Review. Throughout our practice we have discovered that to be successful, an efficiency review of a school division must:

- Be based upon a very detailed workplan and time schedule.
- Specifically take into account the specific environment within which the school division operates and the unique student body involved.
- Obtain input from Board members, administrators, staff, and the community.
- Identify the existence, appropriateness, and application 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.

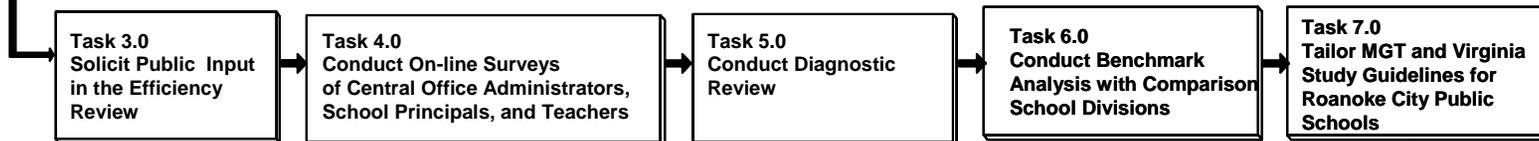
With this in mind, our methodology primarily involved a focused use of Virginia review guidelines as well as MGT's audit guidelines following the analysis of existing data and new information. Each of the strategies we used is described below.

**EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE ACADEMIC AUDITING SERVICES
ROANOKE CITY PUBLIC SCHOOLS**

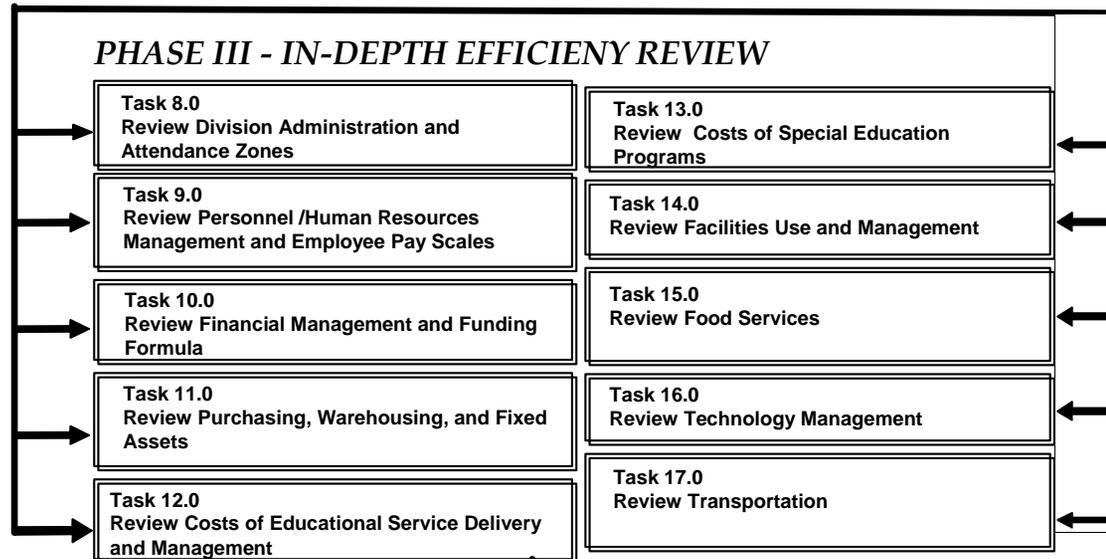
PHASE I - PROJECT INITIATION



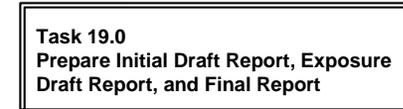
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW



PHASE III - IN-DEPTH EFFICIENCY REVIEW



***PHASE V -
PROJECT REPORTING***



***PHASE IV -
INTERIM REPORTING***



**EXHIBIT 1-2
TIMELINE FOR THE ACADEMIC AUDITING SERVICES
ROANOKE CITY PUBLIC SCHOOLS**

TIME FRAME	ACTIVITY
December 2006	Finalized contract with the commonwealth of Virginia.
January 2007	Collected and analyzed existing and comparative data available from the school division. Produced profile tables of Roanoke City Public Schools.
January 10-12, 2007	On-site visit with Roanoke City Public Schools. <ul style="list-style-type: none"> ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed school board members. ■ Interviewed central office administrators.
January-February 2007	Analyzed collected data. Tailored review guidelines and trained MGT team members using findings from the above analyses.
February 12-16, 2007	Conducted formal on-site review, including school visits.
February-March 2007	Requested additional data from the school division and analyzed data. Prepared Draft Report.
March 20, 2007	Submitted Draft Report.
April 2007	Revised Draft Report.
TBD	Submitted Final Report.

Review of Existing Records and Data Sources

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

More than 100 documents were requested from RCPS. Materials MGT requested included, but were not limited, to the following:

- School Board policies and administrative procedures
- Organizational charts
- Program and compliance reports

- Technology plan
- Annual performance reports
- Independent financial audit.
- Plans for curriculum and instruction
- Annual budget and expenditure reports
- Job descriptions
- Salary schedules
- Personnel handbooks

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

Diagnostic Review

A diagnostic review of RCPS was conducted from January 10 through 12, 2007. An MGT consultant interviewed central office administrators, community leaders, school board members, and parents concerning the management and operations of RCPS.

Employee Surveys

Roanoke City Public Schools and MGT jointly chose not to conduct employee surveys since recent survey data had been collected during the 2005-06 academic auditing services review conducted by MGT. The survey results from the 2005 report are contained in **Appendix A**.

Conducting the Formal On-Site Review

A team of nine consultants conducted the formal on-site review of RCPS during the week of February 12, 2007. They examined the following RCPS systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management/Purchasing
- Technology Management
- Food Services
- Transportation
- Educational Service Delivery
- Facilities Use and Management

Prior to the on-site review, each team member was provided with an extensive set of information about RCPS operations. While on site, team members conducted detailed reviews of the structure and operations of RCPS in their assigned functional areas. Many RCPS schools were visited at least once, and most were visited more than once.

Our systematic assessment of RCPS included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the Commonwealth of Virginia school efficiency review guidelines were used. Following our collection and analysis of existing data and new information, we tailored our guidelines

to reflect local policies and administrative procedures; the unique conditions of RCPS; and the input of administrators in the school division. Our on-site activities included meetings with appropriate central office and school-level staff as well as city officials, and a review of documentation provided by these individuals.

1.3 Comparisons to Other School Divisions

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

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

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

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to the cost per student for each major area, major drivers of costs, and ranking of costs. Roanoke City Public Schools is identified in Cluster 1. RCPS and MGT jointly selected the peer school divisions for the review. The Virginia public school divisions chosen for comparison were:

- Hopewell City Public Schools;
- Lynchburg City Public Schools;
- Hampton City Public Schools;
- Newport News City Public Schools; and
- Portsmouth City Public Schools.

Exhibits 1-3 through **1-19** illustrate how the comparison school divisions compare to Roanoke City Public Schools in terms of enrollment, demographics, staffing, and funding for the most current school year available from the Virginia Department of Education's Web site.

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

SCHOOL DIVISION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Roanoke City	13,286	147.50	15.60%	63.4%	29
Hopewell City	3,969	177.55 ¹	17.86%	50.6%	6
Lynchburg City	8,808	145.88	17.28%	47.1%	16
Hampton City	22,799	170.67	14.65%	40.2%	34
Newport News City	33,139	187.66	13.78%	45.5%	45
Portsmouth City	15,872	166.75	15.11%	35.6%	26
PEER DIVISION AVERAGE	16,312	166.00	15.71%	47.1%	26

Source: Virginia Department of Education, Web site, 2007,
United States Census Bureau, 2005 Census Data,
www.schoolmatters.com.

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

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Roanoke City	82.91	11.2	8.0
Hopewell City	78.38	11.7	11.6
Lynchburg City	84.70	10.5	11.4
Hampton City	81.19	11.2	11.4
Newport News City	67.31	12.8	13.1
Portsmouth City	82.02	10.3	12.4
PEER DIVISION AVERAGE	79.42	11.3	11.3

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

*Ratios based on End-of-Year enrollments.

**Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades 6 - 8.

¹ It is based on 2000 United States Census Bureau data while the results for other school divisions are based on 2005 United States Census Bureau data.

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

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Roanoke City	6.73%	32.06%	9.07%	33.44%	2.58%	16.12%
Hopewell City	8.45%	45.76%	13.63%	29.85%	2.23%	0.08%
Lynchburg City	11.25%	38.01%	11.01%	35.80%	2.09%	1.85%
Hampton City	10.87%	48.05%	10.28%	28.32%	2.47%	0.02%
Newport News City	10.22%	43.27%	10.17%	31.87%	2.24%	2.23%
Portsmouth City	8.65%	50.89%	11.20%	26.48%	2.67%	0.12%
PEER DIVISION AVERAGE	9.51%	43.12%	10.37%	30.82%	2.40%	3.78%

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

**EXHIBIT 1-6
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ²
Roanoke City	\$7,160.04	\$203.43
Hopewell City	\$6,666.07	\$304.57
Lynchburg City	\$6,691.08	\$187.76
Hampton City	\$6,292.49	\$486.68
Newport News City	\$6,005.23	\$333.49
Portsmouth City	\$6,235.33	\$260.52
PEER DIVISION AVERAGE	\$6,508.37	\$296.07

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

¹ Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education, which are reported in separate columns within this table. This column also excludes local tuition revenues received for divisions 001 - 207, and prorates the deduction of these revenues across administration, instruction, attendance and health, pupil transportation, and operations and maintenance categories. Local tuition is reported in the expenditures of the school division paying tuition.

² Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning services, fiscal services, purchasing, and reprographics.

**EXHIBIT 1-7
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR***

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Roanoke City	13,199.29	3.90	82.91	0.54	22.13	6.90
Hopewell City	3,863.18	3.75	78.38	0.26	16.05	4.14
Lynchburg City	8,520.48	3.92	84.70	1.06	20.72	6.13
Hampton City	22,679.91	4.17	81.19	1.31	18.94	5.92
Newport News City	32,715.13	3.67	67.31	0.00	12.56	4.13
Portsmouth City	15,557.60	3.84	82.02	2.24	25.09	5.70
PEER DIVISION AVERAGE	16,089.27	3.88	79.42	0.90	19.25	5.49

Source: Virginia Department of Education Web site, 2007.

*Ratios based on ADM.

**EXHIBIT 1-8
INSTRUCTION PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Roanoke City	11.23	122.62	30.45	0.00
Hopewell City	10.50	50.90	0.00	0.00
Lynchburg City	15.60	65.80	6.37	5.57
Hampton City	38.81	269.72	0.50	22.28
Newport News City	55.05	324.35	39.80	0.00
Portsmouth City	16.47	152.22	33.88	12.21
PEER DIVISION AVERAGE	24.61	164.27	18.50	6.68

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT 1-9
ADMINISTRATION, ATTENDANCE
AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Roanoke City	16.62	26.51	27.95
Hopewell City	8.50	8.00	10.00
Lynchburg City	10.50	17.38	29.00
Hampton City	35.02	61.56	73.45
Newport News City	31.17	63.20	134.50
Portsmouth City	11.57	28.21	79.93
PEER DIVISION AVERAGE	18.90	34.14	59.14

Source: Virginia Department of Education Web site, 2007.

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

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Roanoke City	1.00	10.24	1.94
Hopewell City	1.00	3.00	0.00
Lynchburg City	1.00	11.75	0.01
Hampton City	2.00	43.50	23.01
Newport News City	5.00	69.00	28.00
Portsmouth City	1.17	31.56	9.46
PEER DIVISION AVERAGE	1.86	28.18	10.40

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT 1-11
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES AND SERVICE
Roanoke City	1.00	74.49	0.00	168.48
Hopewell City	1.00	1.00	0.00	28.00
Lynchburg City	0.50	2.00	3.00	97.00
Hampton City	1.00	108.71	1.00	178.73
Newport News City	10.00	32.00	0.60	522.00
Portsmouth City	0.00	5.60	4.70	163.47
PEER DIVISION AVERAGE	2.25	37.30	1.55	192.95

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT 1-12
OPERATIONS AND MAINTENANCE PERSONNEL
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	OPERATIONS AND MAINTENANCE			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, LABOR AND SERVICE
Roanoke City	0.00	5.00	6.24	209.09
Hopewell City	1.00	1.00	0.00	51.20
Lynchburg City	0.50	2.50	4.00	109.55
Hampton City	3.00	36.20	3.00	244.45
Newport News City	10.00	7.00	0.00	395.00
Portsmouth City	0.00	14.18	4.09	377.37
PEER DIVISION AVERAGE	2.42	10.98	2.89	231.11

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT 1-13
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Roanoke City	5,167,121	385.62
Hopewell City	1,580,952	408.47
Lynchburg City	2,629,755	308.68
Hampton City	8,837,285	387.95
Newport News City	11,494,349	348.92
Portsmouth City	6,206,229	398.94
PEER DIVISION AVERAGE	16,178.08	373.10

Source: Virginia Department of Education, Web site, 2007.

**EXHIBIT 1-14
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	GRADES 7-11 ENROLLMENT	TOTAL DROPOUTS	DROPOUT PERCENTAGE
Roanoke City	5,586	206	3.69
Hopewell City	1,730	51	2.95
Lynchburg City	4,097	110	2.68
Hampton City	10,776	269	2.50
Newport News City	14,772	50	0.34
Portsmouth City	6,922	254	3.67
PEER DIVISION AVERAGE	7,314	157	2.64

Source: Virginia Department of Education, Web site, 2007.

**EXHIBIT 1-15
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Roanoke City	13,300	7,169	53.90%	1,017	7.65%	61.55%
Hopewell City	4,239	2,223	52.44%	452	10.66%	63.10%
Lynchburg City	9,138	4,075	44.59%	482	5.27%	49.87%
Hampton City	23,305	7,766	33.32%	2,131	9.14%	42.47%
Newport News City	31,803	12,601	39.62%	3,055	9.61%	49.23%
Portsmouth City	15,807	6,988	44.21%	1,211	7.66%	51.87%
PEER DIVISION AVERAGE	16,265	6,804	44.68%	1,391	8.33%	53.02%

Source: Virginia Department of Education, Web site, 2007.

**EXHIBIT 1-16
FREE AND REDUCED
BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Roanoke City	\$0.70	\$0.70	\$0.70	\$0.30	\$0.30	\$0.30
Hopewell City	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Lynchburg City	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
Hampton City	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Newport News City	\$0.80	\$0.80	\$0.80	\$0.30	\$0.30	\$0.30
Portsmouth City	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
PEER DIVISION AVERAGE	\$0.56	\$0.58	\$0.58	\$0.20	\$0.20	\$0.20

Source: Virginia Department of Education, Web site, 2007.

*Shaded areas indicate combined schools or no program participation.

**EXHIBIT 1-17
FREE AND REDUCED LUNCH PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Roanoke City	\$1.65	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Hopewell City	\$1.50	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
Lynchburg City	\$1.40	\$1.60	\$1.60	\$0.40	\$0.40	\$0.40
Hampton City	\$1.20	\$1.40	\$1.40	\$0.40	\$0.40	\$0.40
Newport News City	\$1.50	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Portsmouth City	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
PEER DIVISION AVERAGE	\$1.35	\$1.46	\$1.46	\$0.38	\$0.38	\$0.38

Source: Virginia Department of Education, Web site, 2007.

**EXHIBIT 1-18
GRADUATES BY DIPLOMA TYPE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

DIVISION NO./NAME	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Roanoke City	298	192	45	40	33	43	15	666
Hopewell City	100	63	24	0	0	20	2	209
Lynchburg City	173	268	25	1	28	0	26	521
Hampton City	838	561	27	20	13	139	40	1,638
Newport News City	977	745	62	2	69	0	32	1,887
Portsmouth City	391	312	34	0	0	1	16	754
PEER DIVISION AVERAGE	463	357	36	16	36	51	22	946

Source: Virginia Department of Education, Web site, 2007.

**EXHIBIT 1-19
GRADUATES BY CONTINUING EDUCATION PLANS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

DIVISION NO./NAME	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR- YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS	TOTAL GRADUATES AND COMPLETERS BY CONTINUING EDUCATION PLANS
Roanoke City	215	200	30	143	29	49	666
Hopewell City	65	61	22	40	8	13	209
Lynchburg City	120	262	8	69	9	53	521
Hampton City	290	776	220	127	71	154	1,638
Newport News City	235	1,104	87	92	80	289	1,887
Portsmouth City	124	390	32	148	40	20	754
PEER DIVISION AVERAGE	175	466	67	103	40	96	946

Source: Virginia Department of Education, Web site, 2007.

1.4 Overview of Final Report

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

- Description of the current situation in Roanoke City Public Schools.
- Status of recommendations provided in the 2005-06 report.
- A summary of study findings derived from various data sources and through site visits.
- MGT's commendations and recommendations for each finding.
- A five-year fiscal impact for recommended costs or cost savings which are stated in 2006-07 dollars.

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

2.0 DIVISION ADMINISTRATION

2.0 DIVISION ADMINISTRATION

This chapter presents findings, commendations, and recommendations relating to the governance and administration of Roanoke City Public Schools (RCPS). It is divided into the following major sections:

- 2.1 Reported Status of 2005 Review Recommendations
- 2.2 School Board Governance
- 2.3 Policies and Procedures
- 2.4 Legal Services
- 2.5 Shared Services
- 2.6 Organization and Management
- 2.7 Administration of Division Schools

CHAPTER SUMMARY

The key commendations reported in this chapter are as follows:

- The RCPS School Board and administration are commended for storing the meeting agenda and approved minutes appropriately and posting them on the division's Web site, thus making important information readily available to the public.
- The RCPS School Board is commended for establishing important standing committees to guide policy development, budgeting, and planning, as well as ad hoc groups to support collaborative activity with the Roanoke City Council.
- RCPS has developed an exemplary best practices strategic plan that clearly is utilized in establishing important priorities to guide budget development and maintain organizational focus, and the department for accountability and planning has developed a project manager tool that permits effective tracking of implementation progress.

This chapter contains the following key recommendations:

- Reallocate resources to fund an internal auditor to monitor internal functions of the division to ensure alignment with Baldrige criteria and controlling laws and regulations.
- Seek assistance from the Virginia State Boards Association to finalize the superintendent performance assessment system and begin implementation for the 2007-08 school year.
- Establish with the Roanoke City Council a collaboratively developed policy or memorandum of agreement to guide the process of sharing services.
- Realign selected functions and organize the central office to address span of control issues.

- Reorganize the superintendent's executive leadership staff to include the recommended deputy positions: executive director for accountability, planning, and communications; area directors; executive director for student services; and executive director for curriculum and instruction, a total of seven positions.
- Reorganize the department for accountability and planning as the department of accountability, planning, and communications with responsibility for communications (public relations); data analysis; testing, research and evaluation, and technology; and grants; and assign overall administrative responsibility to the executive director reporting directly to the superintendent.
- Reorganize the department for public relations under the department of accountability, planning, and communications, and rename it the department of communications and community relations.
- Develop site-based management training modules to ensure appropriate implementation by newly appointed principals and the preparation of prospective school principals.
- Implement the RCPS Extended Day Study Committee's recommendation on elementary and secondary start times as approved by the school board at the March 8, 2005, regular meeting.

2.1 Reported Status of 2005 Review Recommendations

The recommendations resulting from the 2005-06 review conducted by MGT of America essentially focused on assisting the new superintendent and his executive team in responding to the need to fully accredit all schools and ensure the success of all students. Below is a list of key recommendations and their implementation status as reported to MGT of America by the RCPS administration in January 2007.

- 4-1: Develop and implement a local new school board member orientation program (not completed).
- 4-2: Establish standing committees for budget, facilities, policy, and strategic planning and eliminate the audit committee (considered but not implementing fully).
- 4-3: Prepare and submit to the Roanoke City Council a resolution requesting that the Performance Audit provision of the City Ordinance as adopted on September 17, 2001, be eliminated (considered but not implementing).
- 4-4: Establish with the Roanoke City Council a collaboratively developed policy or memorandum of agreement for existing shared services (considered but not implementing).

- 4-5: Develop and implement an annual school board self-assessment system (considered but not implementing).
- 4-6: Develop and implement a superintendent performance assessment system (in process).
- 4-7: Repair the Web site so that the school board policy manual can be routinely accessed (completed).
- 4-8: Assign an identifying asterisk to school board policies that are required by Commonwealth of Virginia code and other controlling regulations (considered but not implementing).
- 4-9: Create a policy provision containing a list of existing procedural manuals, handbooks, and planning documents, and, on the Web site, create a series of hot links from the manual to the cited documents or procedures (in process).
- 4-10: Reorganize the administration of Roanoke City Public Schools (completed with some modifications).
- 4-11: Create a central office building receptionist area and assign the human resources receptionist position to the function (completed and verified by consultants).
- 4-12: Reorganize the superintendent's executive team to include the following positions: associate superintendent for learning, associate superintendent for management, executive director of accountability, planning, technology, and communications, manager of business services, executive assistant to the superintendent, and three principal representatives (completed but omitted manager of business services and three principals).
- 4-13: Ensure that the superintendent's calendar provides for specifically protected time to permit reflective and planning activity and designated vacation time (completed and verified by consultants).
- 4-14: Delegate opening and processing of e-mail to the executive assistant to the superintendent (in process; superintendent now using a Blackberry).
- 4-15: Define the role and responsibilities of the school board in the division strategic planning process (completed; verified as using the "retreat" model with a facilitator).
- 4-16: Reorganize the office of accreditation, accountability, and assessment as the office of planning, accountability, technology, and communications and assign administrative responsibility to an executive director reporting directly to the superintendent (completed but not reporting to superintendent).

- 4-17: Develop a comprehensive employee communication program and community relations program for Roanoke City Public Schools (completed).
- 4-18: Reorganize the department of communications and community relations under the proposed office of planning, accountability, technology, and communications, and have it administered by a coordinator position (considered but not implementing).
- 4-19: Establish a fully operable and updated Roanoke City Public Schools Web site and transfer management oversight responsibility to the director of technology (in process).
- 4-20: Revise and update the Site-Based Management Handbook to provide clear statements of principals' scope of authority and specific procedures for meeting requirements (completed).
- 4-21: Continue the development of the Leadership Academy and assign oversight responsibilities to the staff development unit (considered but not implementing due to funding issues).

2.2 School Board Governance

The educational system in Roanoke City Public Schools is the result of Commonwealth of Virginia legislation authorizing the establishment of city and county school divisions. The Roanoke City Council appoints the seven members of the school board for three-year terms.

Exhibit 2-1 provides an overview of the members of the RCPS School Board. The exhibit shows that:

- Six members have served less than four years on the school board.
- Two members were appointed in 2006 and are new to the school board.
- Membership is composed of six men and one woman.
- Six members are actively employed.
- Two members including the chair are practicing attorneys.

**EXHIBIT 2-1
RCPS SCHOOL BOARD
FEBRUARY 2007**

NAME	TITLE	TERM EXPIRES	YEARS OF SERVICE AS OF END OF 2006-07	OCCUPATION
Carson, David B.	Chair	6/30/08	2	Attorney
Nash, Alvin L.	Vice Chair	6/30/07	3	Director, Blue Ridge Housing Development Authority
Bingham, Jason E.	Member	6/30/09	4	Regional Manager, Private Firm
Huff, Mae G.	Member	6/30/09	1	Retired
Lindsey, William H.	Member	6/30/08	5	Attorney
Penn, Courtney A.	Member	6/30/07	3	Assistant to President, Roanoke College
Putney, Todd A.	Member	6/30/09	1	Vice President, HR, Private Firm

Source: RCPS superintendent's office and clerk of the board, February 2007.

Regular school board meetings are held on the second Tuesday of each month. Regular meeting locations, dates, and times are posted on the RCPS Web site and advertised as required by law. Regular open meetings are held at 7:00 p.m., unless otherwise noted, at varying locations to facilitate access by the public from the different sectors of the city.

The public is welcome to attend all meetings and citizens wishing to address the school board are provided an opportunity to do so.

In addition to regular meetings, the school board holds closed meetings prior to the regular meeting for certain purposes. These include:

- Discussion of individual personnel.
- Student matters.
- Negotiations of material terms for purchase of property or a specific contract for employment.
- Attorney-client privilege as it relates to litigation preparation and execution.
- Other matters as permitted under Commonwealth of Virginia law.

School board committee meetings also may be scheduled prior to the regular meetings. Monthly, usually on the third Thursday, the school board conducts work sessions on scheduled topics.

Minutes of all regular meetings are recorded by the school board clerk, transcribed, and approved by the board at the next regular meeting. Approved minutes are then published on the Web site. Minutes are not maintained for closed meetings; rather, the school board clerk prepares a record of motions and related votes. Minutes and supplementary data are stored in secured, fireproof file cabinets.

Since the division leadership chose not to conduct another survey for this review, MGT is using survey results from our previous review in 2005. The results of a fall 2005 survey of RCPS central office administrators, principals, and teachers were compared to the equivalent survey responses in other school systems that MGT has reviewed. When asked to rate *Board of Education members' knowledge of operations* in the school division as *good, excellent, fair, or poor*, 21 percent of RCPS central office administrators responded *good* or *excellent* and 68 percent *fair* or *poor*, compared with 36 percent *good* or *excellent* and 58 percent *fair* or *poor* in other districts; 50 percent of RCPS principals responded *good* or *excellent* and 34 percent *fair* or *poor*, compared with 41 percent *good* or *excellent* and 56 percent *fair* or *poor* in other districts; and 28 percent of RCPS teachers responded *good* or *excellent* and 48 percent *fair* or *poor*, compared with 29 percent *good* or *excellent* and 55 percent *fair* or *poor*. When rating *Board of Education members' knowledge of the educational needs of students* in the school division, 37 percent of RCPS central office administrators responded *good* or *excellent* and 53 percent responded *fair* or *poor*. Among their counterparts in other school districts, percentages were 40 percent *good* or *excellent* and 51 percent *fair* or *poor*. On this same item, 48 percent of RCPS principals responded *good* or *excellent* and 39 percent *fair* or *poor*, compared with 39 percent *good* or *excellent* and 57 percent *fair* or *poor* in other districts, and 25 percent of RCPS teachers responded *good* or *excellent* and 52 percent *fair* or *poor*, compared with 24 percent *good* or *excellent* and 64 percent *fair* or *poor* in other districts.

FINDING

The meeting agenda is comprehensive and provides for public, administrative, and board member input. Approximately three weeks prior to the school board meeting, the school board clerk/executive assistant to the superintendent begins developing the agenda in collaboration with the superintendent, board members, and executive staff, compiling all information to be included in both the agenda and the supporting agenda packet. The superintendent convenes an agenda meeting monthly with the school board chair, vice chair, and any board members wishing to attend.

The school board meeting agenda may be organized into the following 15 sections:

- Closed Meeting (if necessary)
- Committee Meetings (if scheduled)
- Hearing for Community and Volunteer Organizations and/or Public Hearings
- Regular Meeting Opening
- Approval of the Agenda
- Recognitions
- Citizen Participation on Agenda Items
- Citizen Participation on Non-Agenda Items

- Approval of Consent Agenda (including minutes of prior meeting, routine personnel items, and other routine matters)
- Financial Statements
- Approval of Bid Recommendations
- Superintendent's Reports
- Old Business
- New Business
- Adjournment

Following preparation of a proposed or draft agenda and organization of supporting documents, the agenda is converted to an electronic format for transmission to each school board member on the Wednesday prior to the Tuesday meeting. On Friday prior to the Tuesday meeting, any additional supporting information that becomes available is delivered to the school board. Members reported that the information packet provided to them was comprehensive and that the superintendent and administrative staff were available to respond to any questions. MGT's review of meeting documents confirmed this assertion.

On the Thursday prior to the Tuesday meeting, the agenda is posted on the RCPS Web site for public viewing and availability to the media and other concerned parties.

COMMENDATION 2-A:

The RCPS School Board, superintendent, administration, and staff are commended for developing a comprehensive meeting agenda information packet that can be electronically transmitted to all members.

FINDING

The RCPS School Board meeting agenda and approved meeting minutes are posted on the division's Web site, which provides the public a convenient way to view topics for consideration by the school board. The school board clerk is responsible for preparing minutes for school board approval and then submitting the approved minutes to the Webmaster for posting.

Minutes of meetings are appropriately stored and protected from potential destruction in locked, fire-rated cabinets.

COMMENDATION 2-B:

The RCPS School Board and administration are commended for storing the meeting agenda and approved minutes appropriately and posting them on the division's Web site, thus making important information readily available to the public.

FINDING

In January 2006, MGT recommended that the administration and school board develop a comprehensive, local orientation program to acquaint new school board members with the organization of the division, the role and responsibilities of the board, and the many details associated with carrying out their responsibilities.

The administration is in the process of developing this program and has met several times with the two newly appointed board members to provide them with needed orientation. Additionally, the new members have attended Virginia School Boards Association (VSBA) orientation sessions, which focus primarily on Commonwealth-related, rather than local, issues.

RECOMMENDATION 2-1:

Continue developing a comprehensive, local orientation program for new school board members.

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

- Organization of the school board, rules of order, procedures for obtaining information, establishment of the meeting agenda, and other operational matters.
- Organization of the school division, including key administrative personnel that can provide assistance to board members upon request.
- A review of important documents including but not necessarily limited to the policy and procedures manual, employee handbooks, student code of conduct, and pupil progression plans or like documents describing division and state student matriculation requirements.
- A review of the division's planning documents and the processes for their development.
- A review of the division's budget and associated development and adoption timelines.
- The calendar of important dates and deadlines for board actions, including approval of employee contracts for employment, establishment of the staffing plan for each year, review of the student code of conduct, and other required matters.
- Other local items that are deemed important to include.

The orientation program could be developed in conjunction with the VSBA. It should be implemented over a scheduled series of meetings, allowing the participants to assimilate information in an orderly and systematic fashion. Efforts should be made to avoid overloading participants with too much information at any one session.

FISCAL IMPACT

This recommendation is under development with existing resources.

FINDING

MGT’s 2005-06 review of records and interviews with division personnel during the on-site visit revealed that the school board had not established budget, policy, or any other committees aside from an audit committee (of the whole school board) and various ad hoc committees. At that time, school board members were serving on committees including the Career and Technical Education Council (as a liaison from the board), discipline hearing committees (as needed), fine arts committee (as a liaison from the board), legislative committee (joint with the City of Roanoke), policy committee (only in an advisory capacity to the board clerk), and as liaisons to other committees as requested.

MGT consultants recommended the establishment of board committees devoted to policy, budget, facilities, and strategic planning.

Since the MGT January 2006 report, the board has established five standing committees and three important ad hoc committees. **Exhibit 2-2** shows these committees and their composition.

**EXHIBIT 2-2
ROANOKE CITY PUBLIC SCHOOLS
SCHOOL BOARD COMMITTEE STRUCTURE**

BOARD COMMITTEE	MEMBERSHIP	
	BOARD MEMBERS	OTHER MEMBERS*
Standing		
Audit	2	
Budget	2	
Disciplinary Hearing	3 (Daytime)/ 3 (Evening)	
Governance and Policy	2	
Superintendent Evaluation	2	
Ad Hoc		
Construction	1	4
Facilities/Shared Services	1	4
Funding	1	4

Source: Prepared by MGT of America from RCPS board clerk records, 2007.

* Other members include both school division and city representatives.

Additionally, the superintendent and school board have scheduled retreats for strategic planning and other matters utilizing the services of an independent facilitator. Consequently, the school board has increased its input in important policy and planning processes.

COMMENDATION 2-C:

The RCPS School Board is commended for establishing important standing committees to guide policy development, budgeting, and planning, as well as ad hoc groups to support collaborative activity with the Roanoke City Council.

FINDING

Through its municipal auditor, the Roanoke City Council conducts internal audits of school division activities as required by city ordinance; however, these audits typically review a limited number of operational areas and do not provide the RCPS administration and school board with broad internal audit capacity. The division funds this auditing.

The resulting reports, typically covering only one or two areas of operation, are then submitted to the Roanoke City School Board (RCSB) Audit Committee. In interviews, administrative staff and school board members suggested that on occasion audit findings and recommendations had been released to the press and others prior to presentation to the school board. This typically is not the function of an internal audit process and suggests that the audits are actually designed in the configuration of an external audit.

Best practices utilized by school systems across the country provide for an internal auditing function that is assigned responsibility for auditing internal accounts, reviewing inventory, sampling payroll and accounts payable activity, examining personnel and other records, and many other functions that must be in compliance with controlling laws and regulations.

RECOMMENDATION 2-2:

Reallocate resources to fund an internal auditor to monitor internal functions of the division to ensure alignment with Baldrige criteria and controlling laws and regulations.

The audit provision as currently implemented should be an internal function of the school division and serve as an important tool for making administrative decisions to ensure that all controlling regulations and laws are appropriately carried out. The school board should be able to rely on its own internal auditing for this service, which should assure the school board and the city council that the division is compliant and prepared for the annual audits that should be carried out by external auditors. Internal audits are usually conducted by school board's own internal auditors, either as division employees or as a contracted service.

Furthermore, implementation of this recommendation should result in a more complete examination of school division activity to ensure compliance with controlling laws and regulations. As the school system has embarked upon implementing clearly defined

Baldrige standards of quality management practices, the audit process should be an internal one to assist with proper review and implementation.

This can be important since the Baldrige standards involve a national quality award program in the United States to help improve quality and productivity by, among other items, establishing guidelines and criteria that can be used by business, industrial, governmental, and other organizations in evaluating their own quality improvement efforts; and providing specific guidance for other American organizations that wish to learn how to manage for high quality by making available detailed information on how winning organizations were able to change their cultures and achieve eminence.

Additionally, the audit function should include the annual audit of all schools internal funds, monitoring of school division equipment and other moveable property and inventory, audit of food service accounts, and other areas of operation.

FISCAL IMPACT

This recommendation can be implemented with existing resources since the division already funds the city audit function and these resources can be redirected.

FINDING

The school board does not conduct self-assessments of its performance. As a result, there is no formal method for determining its effectiveness and no process for establishing board performance goals.

However, board members have participated in retreats with the superintendent and have discussed their role and effectiveness. These retreats are organized, have specific objectives, and are led by a skilled outside facilitator.

Consultants recommended the establishment of an annual self-assessment process in a prior review, however, no formal self-assessments have been undertaken.

RECOMMENDATION 2-3:

Develop and implement an annual school board self-assessment system.

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

Exhibit 2-3 provides an example of a self-assessment instrument used by some boards of control.

**EXHIBIT 2-3
SAMPLE BOARD SELF-ASSESSMENT INSTRUMENT**

Meeting Evaluation

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

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

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

Source: Created by MGT of America, 2005.

This assessment could be completed online and submitted in advance of the sessions to the facilitator of the board retreats. The results could then be utilized to guide a discussion of board effectiveness.

FISCAL IMPACT

This recommendation can be implemented with existing resources, requiring a minimum of staff time since a draft has already been prepared. Only the time to contact the VSBA to obtain additional evaluation options and review for possible inclusions in the current superintendent evaluation draft is needed. It is estimated this should take no more than 1 hour of clerical time and a work session with the Board to finalize the instrument.

FINDING

The school board developed and adopted policy CBG to guide the assessment of the superintendent's performance in early March 2006. However, a performance review instrument that has been drafted has not yet been approved for implementation.

On October 10, 2006, a third draft was submitted to the superintendent for review; however, this draft has not yet been finalized or adopted.

The performance objectives for the 2006-07 school year as reflected in the October 10, 2006, draft document, included the following six measures:

- Specific progress towards Adequate Yearly Progress (AYP).
- Progress towards meeting AMOs by state-reported subgroups.
- Eighty-five percent of the schools are fully accredited status and no schools are denied accreditation.
- Establish divisionwide process(es) that measure employee engagement/satisfaction and include action plans to address significant issues.
- Major capital expense projects are completed within two weeks of approved completion date and within agreed upon budget.
- Division accreditation by the Southern Association of Colleges and Schools (SACS).

MGT believes that implementation of these benchmarks at this late date is not appropriate for assessing the superintendent's performance for the current school year.

RECOMMENDATION 2-4:

Seek assistance from the Virginia School Boards Association to finalize the superintendent performance assessment system and begin implementation for the 2007-08 school year.

Developing and adopting a uniform assessment procedure that is used by the entire school board could result in a cohesive series of recommendations. An evaluation that could be used as a basis for discussion and the formulation of procedures that are acceptable to RCPS and the superintendent could include the following features:

- Establishment of a specific time frame each year for conducting the performance evaluation.
- A specific list of board/superintendent goals that are related to school performance and other indicators.
- Provision for establishing performance goals and related outcomes for the next year.
- Provision for the individual board members to rate the superintendent on an approved form that includes board goals.
- Provision for all board members to meet to compile board member ratings, discuss all aspects of the superintendent's performance, and develop a single evaluation report to be reviewed with the superintendent.
- Guidelines for the actual evaluation review session (e.g., in closed session with the board chair as spokesperson).

The board could seek assistance from the VSBA in completing the development of the tool for the superintendent's evaluation.

FISCAL IMPACT

This recommendation can be implemented with existing resources, requiring a minimum of staff time since a suggested form has been provided by MGT consultants. Time involved should include less than 1 hour clerical and a work session by the Board to finalize the instrument.

2.3 Policies and Procedures

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, reviewed at least every five years, and revised as needed. The policies must address the following eight overall areas:

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

Each division school has a copy of the RCPS policy manual, as does the public library. The policy manual has been placed online and, in accord with a January 2006 recommendation by consultants, now can be regularly accessed.

Policies are overseen and managed in the superintendent's office by the school board clerk/executive assistant to the superintendent. The official policy manual is located in the superintendent's office.

The policies have been codified using the National School Board Association's model with specific model policy language procured from the VSBA. The policy manual is composed of 12 sections ("A" through "L"), each containing a detailed table of contents. Individual policies are coded within these sections. An alphabetical subject index can be found in the back of the document, behind Section L policy provisions.

Exhibit 2-4 presents the RCPS policy manual classifications (sections), titles, and policy codes.

**EXHIBIT 2-4
ROANOKE CITY PUBLIC SCHOOLS SCHOOL BOARD
ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION	SECTION TITLES	POLICY CODES
A	Foundations and Basic Commitments	AA - AG
B	School Board Governance and Operations	BA - BHE
C	General School Administration	CA - CM
D	Fiscal Management	DA - DO
E	Support Services	EA - EIA
F	Facilities Development	FA - FK
G	Personnel	GA - GDO
H *	Negotiations	None
I	Instructional Program	IA - INDC
J	Students	JA - JSS
K	School-Community Relations	KA - KQ
L	Education Agency Relations	LA - LI
	Code Finder Index	n/a
	Topical Index	n/a

Source: RCPS School Board Policy Manual, February 2007.

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

Exhibit 2-5 shows the revision status of RCPS School Board policies. As indicated:

- Three hundred and forty policies were examined.
- Seventeen policies were adopted, updated, or restated prior to 2001, or more than five years ago.
- Policies related to students are those with the greatest number of provisions that have not been adopted, updated, or restated for more than five years.
- All of Sections A through G and K and L have been adopted or updated since the 2000-01 school year.

**EXHIBIT 2-5
REVISION STATUS OF RCPS BOARD POLICIES
FEBRUARY 2007**

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:			
			PRIOR to 2001	2001-02	2003-04	2005-07
A	Foundations and Basic Commitments	8		1	2	5
B	School Board Governance and Operations	29		4	5	20
C	General School Administration	12			2	10
D	Fiscal Management	23		1	1	21
E	Support Services	30		1	3	26
F	Facilities Development	20				20
G	Personnel	64		6	10	48
H	Negotiations *	0				
I	Instructional Program	56	2	4	11	39
J	Students	59	17	1	20	21
K	School-Community Relations	31		12	8	11
L	Education Agency Relations	8		3	3	2
TOTALS		340	19	33	65	223

Source: RCPS Board Policy Manual, February 2007.

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

A total of 19 policies remain to be reviewed to bring the entire manual up to date. These are listed in **Exhibit 2-6**.

**EXHIBIT 2-6
POLICIES TO BE REVIEWED**

CODE	TITLE	CODE	TITLE
IICA	Field Trips	JFG	Search and Seizure
IKB	Homework	JGA	Corporal Punishment
JCA	Transfers and Withdrawals	JHC	Student Health Services and Requirements
JD	School Census	JHCA	Physical Examinations of Students
JFCA	Teacher Removal of Student from Class	JL	Fund Raising and Solicitation
JFCB	Sportsmanship, Ethics, and Integrity	JN	Student Fees, Fines, and Charges
JFCC	Student Conduct on School Buses and at Bus Stops	JO	Student Records
JFCG	Use of Drug Dogs	JP	Student Publications
JFCI	Substance Abuse – Student Assistance Program	JQ	Married Students
JFCJ	Written Notification of Violation of School Policies		

Source: Prepared by MGT of America from RCPS Web-based policy manual, February 2007.

All of these provisions were updated in 2000. The division is in the process of completing the updating process.

School board policies are codified in an alphabetical system as noted in **Exhibit 2-5**. As previously stated, Commonwealth of Virginia Statute 22.1-253.13:7 specifies a variety of policy provisions that the school board must include in its policy manual. **Exhibit 2-7** shows required state provisions that are addressed in the updated manual, along with the specific code(s) for the relevant policies.

**EXHIBIT 2-7
COMMONWEALTH OF VIRGINIA REQUIRED POLICY TOPICS
AND RELATED RCPS
SCHOOL BOARD POLICIES**

REQUIRED TOPIC	APPLICABLE POLICY
Selection and evaluation of all instructional materials	IM, IIA
Process for parents to address concerns related to the division	KL, KLB, GBLA
System of two-way communication between employees and school board	BG, GBD
Cooperatively developed personnel evaluation procedures	GBS
Grievance, dismissal, and other procedures	GBM, GBMA, GCM, GCL, GDL, GDM
Standards of student conduct and attendance	JFC, EEACC
School-community communications and involvement	KA, KC, KM
Guidelines encouraging parents to provide instructional assistance to their children	GBJA, IGBC, IKA
Procedures for handling challenged and controversial materials	KLB

Source: RCPS School Board Policy Manual, February 2007.

As can be seen, the division meets the state requirements.

FINDING

The school board has a contract with the VSBA for a policy updating service designed to assist the division in maintaining a current manual in compliance with Commonwealth of Virginia law. The annual cost for this service is \$2,500, compared with outsourcing fees that range from a low of \$4,000 to as high as \$12,000 or more annually.

COMMENDATION 2-D:

The RCPS School Board and administration are commended for approving specific measures designed to ensure a cost-effective method for maintaining a current policy manual.

FINDING

In January 2006, consultants found that a central list of policy-referenced handbooks and other documents was unavailable; however, since that date the division has begun the process of implementing a recommendation to develop a list of existing procedural manuals, handbooks, and planning documents and, on the Web site, a series of hot links from the manual to the cited documents or procedures.

The policy and procedures manual contains a number of references to procedural documents related to policy implementation but it is difficult to obtain these when necessary. For example, in policy AC the superintendent is instructed to develop a procedure for implementing nondiscrimination/harassment; KG identifies a facilities use procedure and use fees document; DJA, purchasing controls; and CF, a site management handbook. To obtain these documents, a person would have to visit several offices, consuming large quantities of valuable time and effort.

Requirements for student behavior, procedures related to drug testing, and other matters are included in this referencing process. While MGT was able to review some of these documents, consultants were unable to identify a complete list of all such materials. This situation suggests that neither the school board nor various administrators and other employees could, if required, identify and review these documents in an expeditious manner.

RECOMMENDATION 2-5:

Continue developing a policy provision containing a list of existing procedural manuals, handbooks, and planning documents and, on the Web site, a series of hot links from the manual to the cited documents or procedures.

Full implementation of this recommendation should provide RCPS with a compilation of important procedural manuals, handbooks, and other materials. Also, this provision should serve as a valuable tool for the orientation of new school board members and division personnel as well as affording a user-friendly method for accessing important procedural documents referenced in the manual.

FISCAL IMPACT

This recommendation is being accomplished with existing resources.

2.4 Legal Services

The Code of Virginia (Section 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

Expenditures for legal services are kept to a minimum through cooperative use of the Roanoke City Council's municipal legal counsel and other private firms only when their specific expertise is required.

The city attorney’s office has provided school law training to division personnel and offers legal orientation to new school board members. Services for special education are obtained through a reputable private firm. **Exhibit 2-8** shows the division’s legal expenses for a 3-year period, as reported to MGT consultants. As can be seen, overall legal expenses have remained relatively constant.

**EXHIBIT 2-8
LEGAL EXPENSES
2003-06**

VENDOR	2003-04	2004-05	2005-06
City Attorney’s Office	\$14,371	\$9,487	\$N/A*
Private Firms	\$54,953	\$37,454	\$58,483
Total	\$69,324	\$46,941	\$58,941

Source: RCPS fiscal services department, February 2007.

*None reported.

COMMENDATION 2-E:

The RCPS School Board and administration are commended for containing legal expenses.

2.5 Shared Services

The RCPS School Board and the Roanoke City Council have formed two important study groups/committees charged with addressing funding, facilities, and shared services. The establishment of these work groups is documented in the minutes of a special school board meeting held May 1, 2006. One work group was formed to study the funding formula and the other to study school/city facility use. The second group was also charged with reviewing shared services. The shared services study was partially the result of MGT’s January 2006 recommendation and an initiative brought forward by the city.

FINDING

The consultants attended meetings of both school board/city work groups to discuss their progress. The Facilities Work Group has adopted some basic guidelines for governing shared services; however, neither group has addressed the adoption of policy or development of a letter/memorandum of agreement governing shared services. As a result, when the issue of shared services is brought up there is no mutually agreed upon guiding principles to ensure effective results.

The work groups have been tackling the issues of shared services, facilities, and funding for over eight months and have been unable to reach agreement on fundamental service areas to use as examples of successful implementation. During the consultants’ on-site review, one group discussed the policy needs but was not able to take decisive action. It is important to note that these groups are essentially composed of city and school board policy makers and that would be their basic frame of reference. The policy actions should then dictate the actions of the administrators of both bodies.

The Facilities Work Group has developed the following criteria to guide the combining of facilities or services:

- Combining should be beneficial for both parties and ensure that the needs of both parties are met (even though one party may be the primary benefactor).
- Combining should result in improved services.
- Combining should result in improved cost benefit.
- Position reductions that occur as a result of combining services will be handled via attrition or moving the incumbent to a vacant position.
- Administrative oversight should fall to the party with the most technical expertise and best practice. Ultimately, the city manager and superintendent of schools will be the final arbitrator of organizational placement.

While these represent a very good basis for policy development, a number of mechanisms could increase the likelihood of success, including third-party services review to identify and evaluate the host for each service area under consideration, dispute resolution processes, and incentives for each governmental entity to participate actively and successfully.

RECOMMENDATION 2-6:

Establish with the Roanoke City Council a collaboratively developed policy or memorandum of agreement to guide the process of sharing services.

Implementation of this recommendation should result in the drafting of a policy adopted by each body or a jointly developed memorandum of agreement to guide the development and assessment of joint services. This in turn should result in a systematic review of potential shared services to determine ultimate feasibility.

Such a policy or memorandum of agreement should address the following:

- Protocol for the review of potential shared services including team member selection, requirements to identify all pros and cons (supporting and constraining factors), and process for resolving conflict.
- Development of a realistic plan of action with comprehensive procedures for implementing and managing shared services.
- Process for resolving disputes that may arise during the implementation of a shared service and during the term of its existence by an outside neutral party.
- Requirements for evaluation of those shared services that are developed including time-lines and benchmarks for assessment.
- Other considerations as deemed necessary.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The development of shared services could result in improved governmental efficiency and cost savings. No estimate of time involved can be provided because of the complexity of the issues.

2.6 Organization and Management

This section reviews the division's organizational structure as well as its decision-making, management, planning and accountability, and public information functions.

2.6.1 Division Organization

RCPS has three primary layers within the central office. These layers create special challenges in terms of ensuring effective and efficient communication of information and decisions within the division and to the public. Maintaining a minimum number of layers requires the division to address issues related to span of control and to take actions to preclude the development of a large, bureaucratic central administration. The superintendent and his executive staff reorganized the central office following the January 2006 MGT report.

Exhibit 2-9 shows the organizational structure of RCPS as of November 2005, **Exhibit 2-10** shows the November 2005 proposed organizational structure (contained in the January 2006 report), and **Exhibit 2-11** shows the organizational structure as of February 2007. **Exhibit 2-12** shows the current assignment of functions within the central office.

RCPS is a relatively traditional organization, as shown in **Exhibits 2-11** and **2-12**. **Exhibit 2-11** illustrates the three primary layers of central office authority:

- Superintendent
- Chief academic officer
- Associate superintendent for management, executive director for student services, and executive director for human resources, two area directors and two other directors, and executive director for accountability and planning

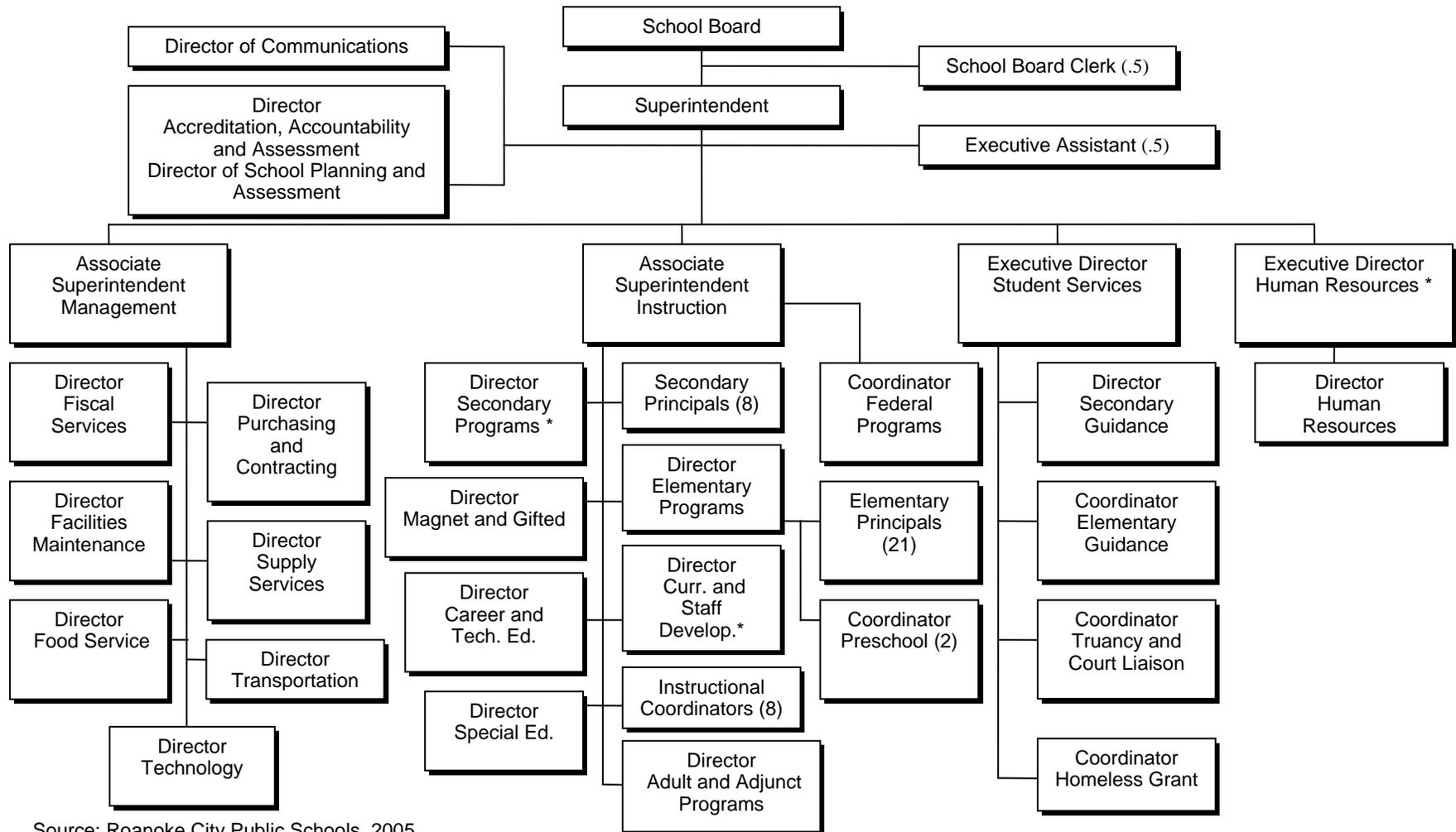
Exhibit 2-11 also shows the following:

- Reporting to the superintendent is the chief academic officer, director for public relations and marketing, athletic director, and executive assistant (when compared to the **Exhibit 2-9**, showing the organizational structure as of November 2005, this represents a reduction of four reporting positions).
- The chief academic officer has ten central office direct reports, including the associate superintendent for management, executive director for student services, executive director for human resources,

executive director for accountability and planning, two area directors, director of career and technical education, Title I specialist, director of special education, and early childhood personnel.

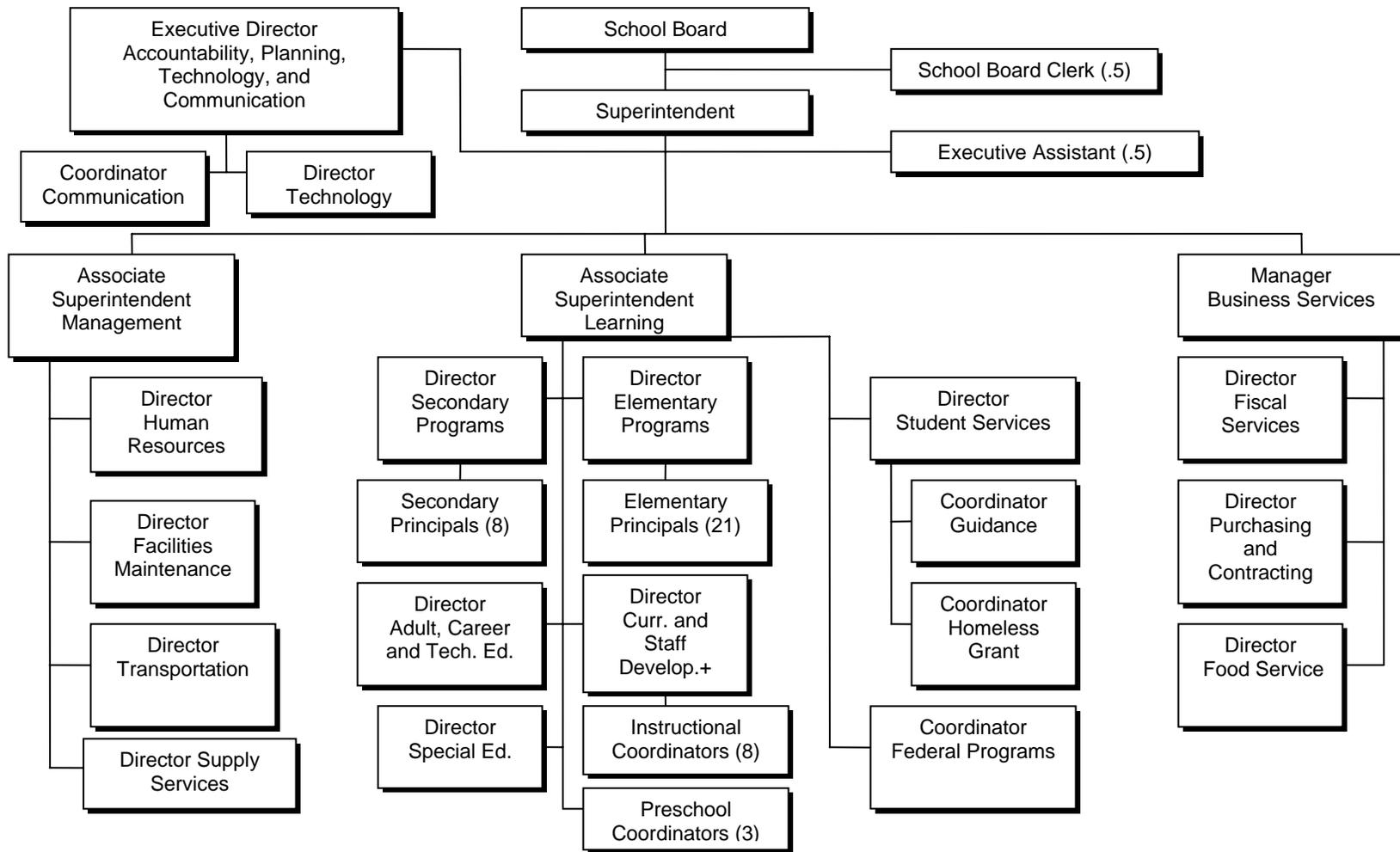
- Reporting to the associate superintendent for management are six positions.
- Reporting to the executive director for accountability and planning are four positions.
- Reporting to the executive director for student services are six positions.
- Reporting to the executive director for human resources are two positions.
- Reporting to the Area I director are 15 schools, one director, instructional coordinators, and the 8-Step Program.
- Reporting to the Area II director are 16 schools, instructional coordinators, and professional staff development.

**EXHIBIT 2-9
ROANOKE CITY PUBLIC SCHOOLS
ORGANIZATIONAL STRUCTURE
NOVEMBER 2005**



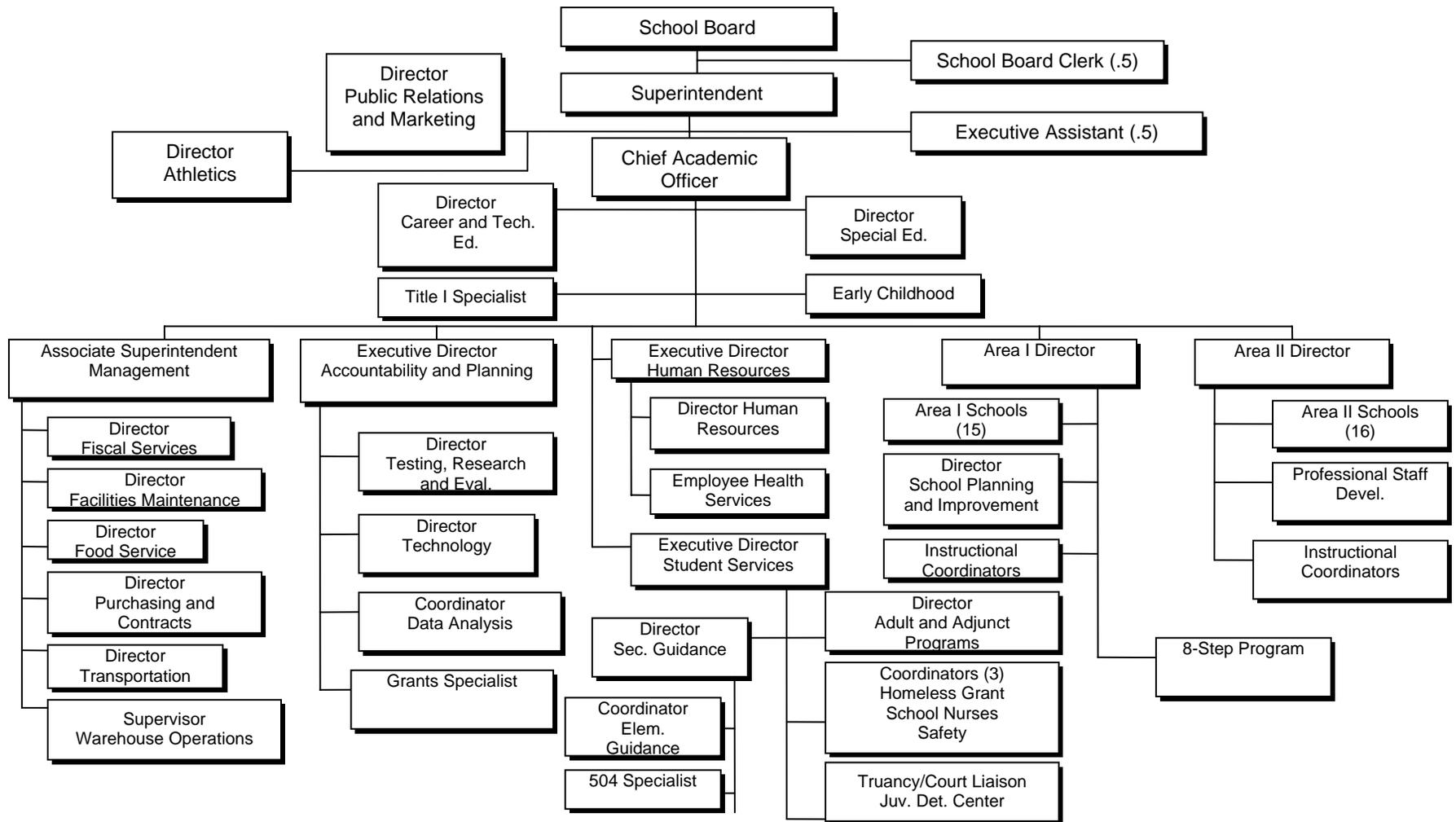
Source: Roanoke City Public Schools, 2005.
* Vacant

**EXHIBIT 2-10
ROANOKE CITY PUBLIC SCHOOLS
PROPOSED ORGANIZATIONAL STRUCTURE
NOVEMBER 2005**



Source: Prepared by MGT of America, 2005.

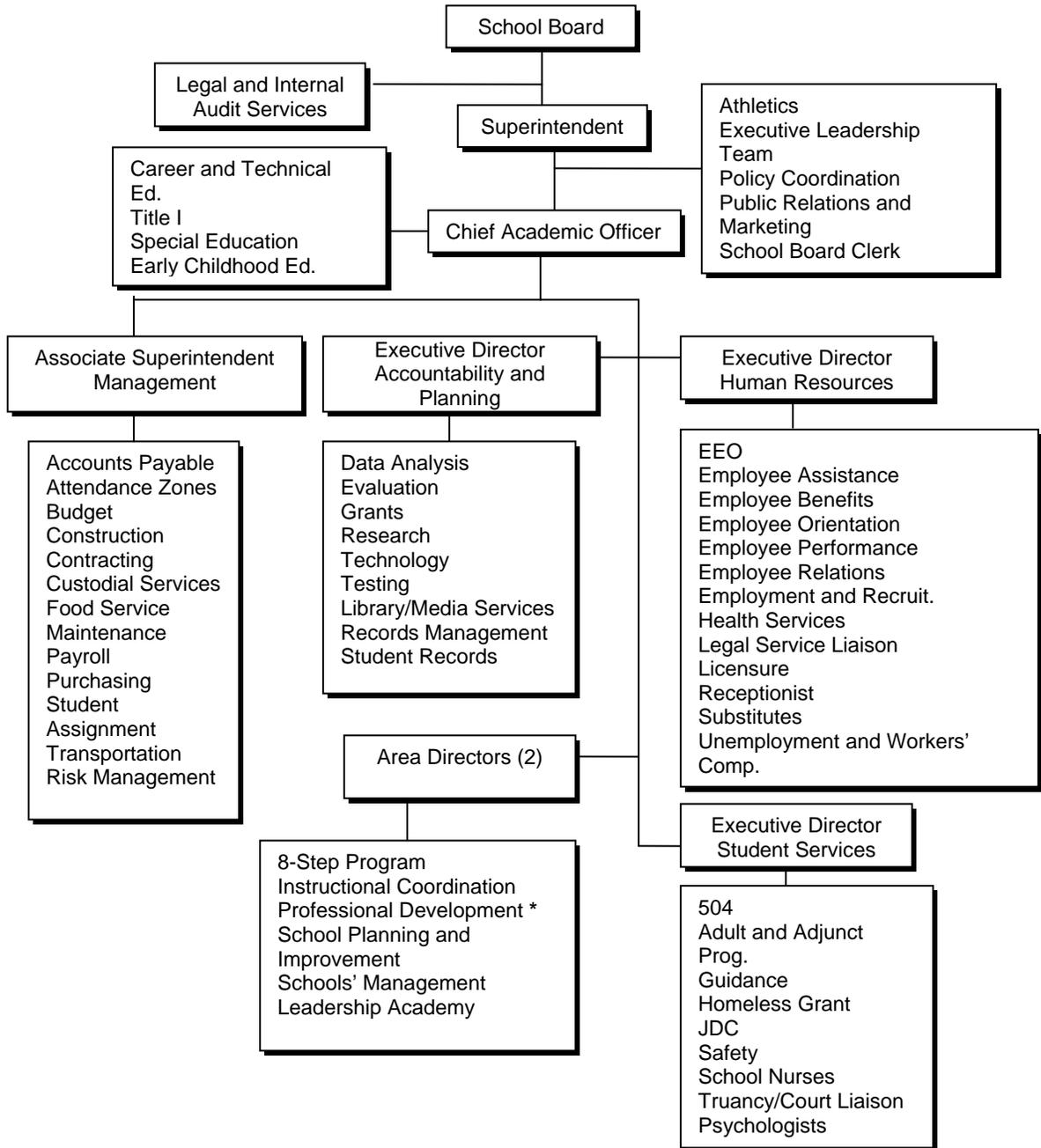
**EXHIBIT 2-11
ROANOKE CITY PUBLIC SCHOOLS
ORGANIZATIONAL STRUCTURE
FEBRUARY 2007**



Source: Prepared by MGT of America from RCPS Office of Superintendent records, 2007.

Exhibit 2-12 shows the assignment of functions to the major departments of the division. As can be seen, a number of functional assignments are not clearly aligned with their respective departmental areas, including athletics to the superintendent and instructional coordinators within the area directors' responsibilities rather than in academics.

**EXHIBIT 2-12
ROANOKE CITY PUBLIC SCHOOLS
FUNCTION ASSIGNMENTS
FEBRUARY 2007**



Source: Created by MGT of America from RCPS data, Office of Superintendent, February 2007.

* Staff development other than professional is handled within the respective department.

FINDING

The chief academic officer has an excessive number of direct reports and also serves as the deputy superintendent and in the absence of the superintendent. This situation results in a significant work overload in a division that has as its primary emphasis the improvement of student achievement.

In addition, both the chief academic officer and the associate superintendent of management have assumed responsibility for extensive communications and work with the joint city and school board work groups, diverting their attention from important day-to-day division responsibilities.

Area directors have as their primary responsibility the oversight of all schools including the performance review of principals. This responsibility can readily be carried out if they are relieved of the supervision of the instructional coordinators.

RECOMMENDATION 2-7:

Realign selected functions and organize the central office to address span of control issues.

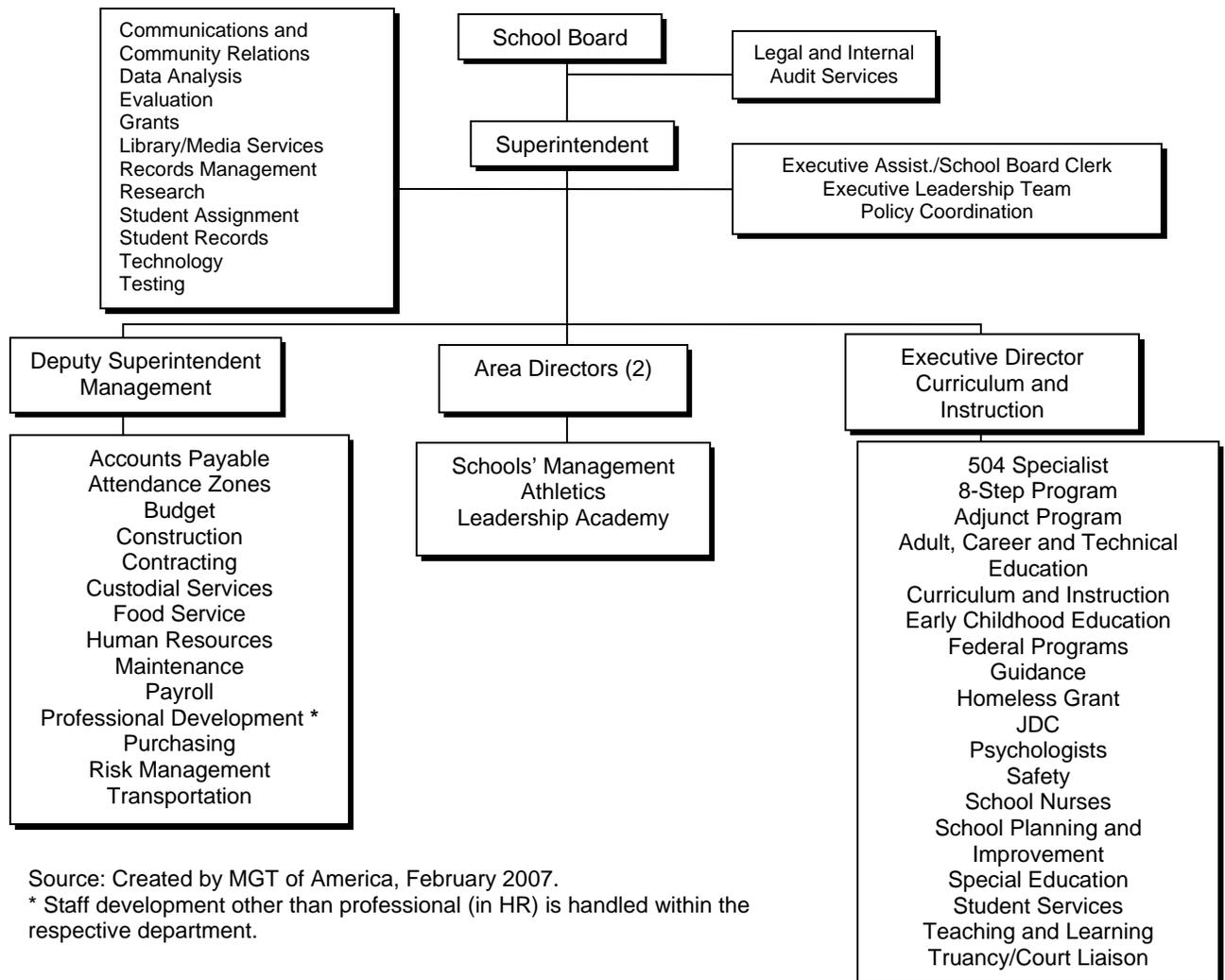
Implementation of this recommendation should result in more effective curriculum and instruction leadership and management and improved support to schools. Recommendations in **Chapters 3.0** (Personnel Human Resources Management), **5.0** (Technology Management), **8.0** (Educational Service Delivery), and **9.0** (Facilities Use and Management) provide further support for these actions.

Exhibit 2-13 illustrates the recommended realignment of functions and **Exhibit 2-14**, the proposed organizational structure. As can be seen, the spans of control for the chief academic officer and the area directors are significantly reduced. Other important changes are as follows:

- Assign the executive director of accountability, planning, and communications to the superintendent's office with specific coordination responsibilities for communications and community relations office; testing, research, and evaluation and technology offices; data analysis coordinator; and grants specialist.
- Change the title of the chief academic officer to deputy superintendent for teaching and learning. The position would have direct supervision over the proposed executive director for curriculum and instruction, executive director for student services, director for school planning and improvement, and 8-Step and adjunct programs, as well as acting in the absence of the superintendent.
- Employ an executive director for curriculum and instruction and reassign all instructional coordinators from the area directors to this position, which would also have responsibility for the director of special education, the director of career and technical education, early childhood education, federal programs and the 504 specialist.

- Upgrade the associate superintendent for management to deputy superintendent for management with responsibility for all operational areas except accountability, planning, and communications.
- Reassign the human resources department to the management section of the division. This action is justified since the division's enrollment has declined and the human resources function can be effectively managed within the recommended section. If the school division assumes leadership for human resources under a shared services agreement, this recommendation should be modified to reflect the broader span of responsibility.
- Assign the director of athletics to the area directors.

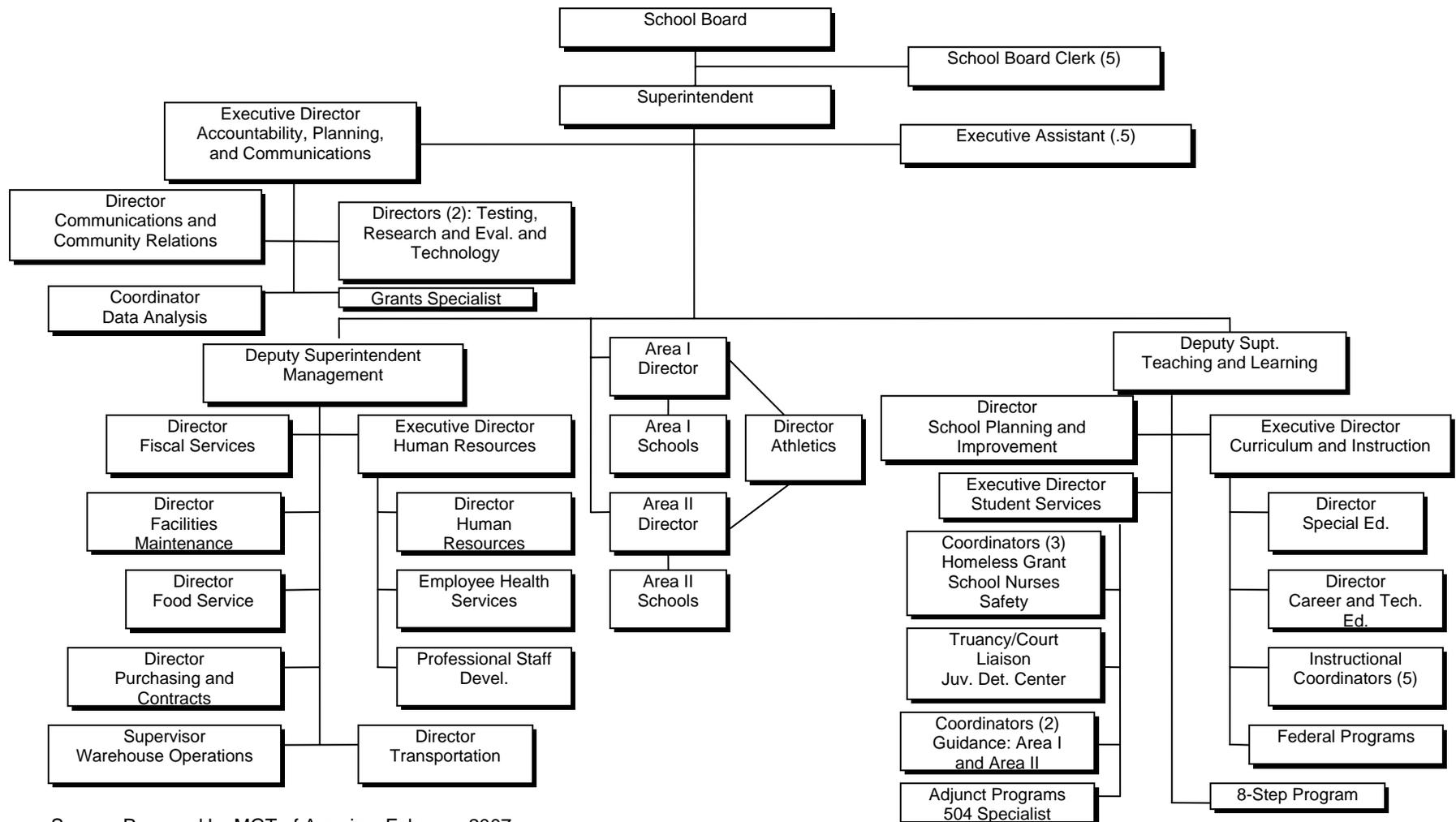
**EXHIBIT 2-13
ROANOKE CITY PUBLIC SCHOOLS
RECOMMENDED FUNCTION ASSIGNMENTS
FEBRUARY 2007**



Source: Created by MGT of America, February 2007.

* Staff development other than professional (in HR) is handled within the respective department.

**EXHIBIT 2-14
PROPOSED ROANOKE CITY PUBLIC SCHOOLS
PROPOSED ORGANIZATIONAL STRUCTURE
FEBRUARY 2007**



Source: Prepared by MGT of America, February 2007.

FISCAL IMPACT

Implementation of this recommendation should result in an annual increase in expenditures of \$142,730. This increase was calculated on the basis of the following, using a fringe benefits cost of 33 percent:

- Employment of one executive director for curriculum and instruction at a midrange salary of \$98,000 plus benefits of \$32,340 for a total cost of \$130,340.
- Upgrading of the associate superintendent for management at a current salary of \$115,684 to deputy superintendent for management at a proposed salary of \$125,000 for an increase of \$9,316 plus benefits of \$3,074 and a total cost of \$12,390.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Hire an Executive Director for Curriculum and Instruction	(\$130,340)	(\$130,340)	(\$130,340)	(\$130,340)	(\$130,340)
Upgrade Associate Superintendent for Management to Deputy Superintendent	(\$12,390)	(\$12,390)	(\$12,390)	(\$12,390)	(\$12,390)
TOTAL	(\$142,730)	(\$142,730)	(\$142,730)	(\$142,730)	(\$142,730)

2.6.2 Decision-making, Communications, and Management

The current superintendent is in his second year of service as executive officer in RCPS. The superintendent's contract, initiated in March 2005 for a four-year period, provides the terms and conditions for employment. The contract includes specific provisions for benefits and compensation increases consistent with those of other RCPS administrative and professional employees. It also provides for a monthly automobile reimbursement and an annuity paid by the school board, and contains provisions for professional development and the completion of his doctoral degree. The contract in all respects is consistent with Commonwealth of Virginia law and sound business practice.

The superintendent has provided leadership for the development of a best practices model strategic plan for RCPS. This coupled with a determination to utilize the Malcolm Baldrige criteria and related processes including comprehensive survey instruments aligned with the Baldrige criteria establishes an initiative designed to bring all RCPS employees into a firmly developed communications loop.

FINDING

In January 2006, MGT consultants recommended reorganizing the superintendent's executive team to include the following eight positions: associate superintendent for

learning; associate superintendent for management; executive director for planning, accountability, technology, and communication; manager of business services; executive assistant to the superintendent; and three principal representatives. This action was accomplished with the exception of including principal representation and the manager of business services.

During the 2006 calendar year, the associate superintendent for learning retired and the vacancy was not filled; however, a chief academic officer was employed and joined the superintendent's executive staff. At the time of the February 2007 on-site review, the executive staff was composed of the following five positions:

- Chief academic officer
- Associate superintendent for management
- Executive director for accountability and planning
- Executive director for student services
- Executive director for human resources

The executive team meets each Tuesday with a prepared agenda. The executive assistant to the superintendent maintains notes for follow-up purposes. A director's staff meeting occurs on the Wednesday following the school board meeting for the purpose of providing information and receiving input needed to carry out various responsibilities.

Secondary and elementary principals meet monthly with their respective area directors, supervisors, and other central office administrators.

Surveys of central office administrators and principals conducted for the January 2006 report asked questions related to principals' work and other related matters. When asked to respond to the statement "Authority for administrative decisions is delegated to the lowest possible level," 51 percent of administrators and 23 percent of principals disagreed or strongly disagreed, while 22 percent of administrators and 41 percent of principals agreed or strongly agreed. MGT's discussions with principals during the February 2007 on-site visit reflected continuing concern about principal involvement.

Interviews with school-level personnel revealed a strong sentiment that principals need to be more involved in decisions affecting schools. MGT consultants have identified the involvement of principals through their respective area directors; however, the area directors are only represented at the executive level through the chief academic officer.

RECOMMENDATION 2-8:

Reorganize the superintendent's executive leadership staff to include the recommended deputy positions: executive director for accountability, planning, and communications; area directors; executive director for student services; and executive director for curriculum and instruction, a total of seven positions.

With the implementation of the proposed modified organizational plan and realignment of functions including reassigning human resources to the management department, a newly configured superintendent's executive leadership staff composed of seven positions (an increase of two) could be developed. Increasing the number of positions could enhance communication with principals, provide a group more fully representative

of the major units and functions within the division, and ensure greater school-level input.

The superintendent and the superintendent's executive staff should continue to perform the following functions, as suggested in the January 2006 report:

- Coordinate strategic plan development through the recommended planning, accountability, technology, and communications department.
- Review projections and alternative "what if" analyses, as part of long-range planning.
- Establish and maintain focus on mission, goals, and related initiatives of the system.
- Analyze and interpret data to ensure that decisions are based upon accurate and complete information.
- Ensure community involvement.
- Monitor internal communications to ensure effective communication of decisions and related information.
- Communicate the vision of the organization to all stakeholders.
- Guide program evaluation.
- Identify and participate in training designed to ensure that the team functions effectively.
- Engage in orchestrating the specific and purposeful abandonment of obsolete, unproductive practices and programs.
- Maintain focus on continuous division and school improvement.
- Monitor the division's organizational climate.
- Coordinate the development and equitable allocation of resources (fiscal, personnel, facilities, technology, etc.).

Decisions should be based upon the best information available and have appropriate input. Day-to-day operational decisions should rest with the administrators responsible for their respective units and departments. Within the organizational plan, the team members should maintain clear, frequent communication (almost daily) to ensure consistency and effective monitoring of activities. The superintendent should continue to maintain daily communication with various administrators and systematically share control with all members of the executive staff.

The superintendent's executive staff should continue meeting on a regularly scheduled basis with a developed agenda. This staff should focus upon consensus building to achieve important goals and objectives. Decisions and activities of the executive staff should be effectively communicated to impacted parties through copies of meeting minutes and e-mail requiring confirmation of receipt.

Strategic planning has become the focus of activity and clear evidence of this exists in the proposed budget documents, various department plans and activities, and consistency of interview results yielded from both administrative staff and school board members. The placing of the planning function at the executive level of the organization (see **Exhibits 2-13** and **2-14**), with specific oversight responsibility assigned to the executive director for planning, accountability, and communications, reflects the importance of ensuring that planning processes are data driven and that outcomes can be assessed independently.

As it grows more sophisticated, this process should continue contributing information that drives the school division's planning and implementation processes.

FISCAL IMPACT

This recommendation can be completed using staff time as follows:

- Board work session for approval of reorganization plan;
- Human resources personnel in concert with assigned administrators, approximately eight hours to revise job descriptions;
- Executive staff planning time to ensure proper assignment of responsibilities, approximately two meetings for total of four hours executive time;
- Approximately two hours clerical time for preparing necessary implementation correspondence and memoranda; and
- Approximately four hours clerical and organizational time for each affected department.

2.6.3 Planning and Accountability

FINDING

RCPS's strategic plan is a comprehensive, 397-page document covering all aspects of the division's development. It was created through a three-step process that effectively involved division stakeholders and reflects best practices.

The school board and administration developed and adopted five division goals for RCPS:

- Improve academic achievement for all students while closing achievement gaps.
- Provide safe and effective learning environments.

- Ensure RCPS's management and efficiency through divisionwide systems of accountability.
- Implement programs and procedures to train, promote, and retain a highly qualified and diverse staff.
- Establish strong home, school, business, and community relationships that support achievement.

Each step in the planning process was supported by a specific implementation goal with an associated objective. These steps then were tied to dedicated timelines that specified actions to be completed, and the assigned department and/or personnel were organized into Strategic Data Teams. The development process was carried out over a period of several months, resulting in a model strategic document. The document has been placed on the division's Web site, as has an explanation of the development process.

Individual departments, offices, and personnel assigned key responsibilities for managing elements of the strategic plan can update or report progress electronically. Additionally, the department for accountability and planning has developed a project manager tool that permits tracking implementation.

During the February 2007 on-site review, the development of the proposed budget for the 2007-08 fiscal year was under way and consultants observed firsthand the detailed relationships between budget decisions and the guiding principles reflected in the strategic plan.

COMMENDATION 2-F:

The division has developed an exemplary, best practices strategic plan that clearly is utilized in establishing important priorities to guide budget development and maintain organizational focus, and the department for accountability and planning has developed a project manager tool that permits effective tracking of implementation progress.

FINDING

The department for accountability and planning reports to the chief academic officer; however, MGT consultants recommended in January 2006 that assignment be made directly to the superintendent's office.

Functions relating to planning, accreditation, accountability, and technology are assigned under the chief academic officer; communications (public information), under the superintendent. Technology, planning, and accountability functions must serve both administration and instruction, and are not positioned so as not to be over-controlled by one or the other important area. **Recommendation 2-7** addresses this issue organizationally, but the functions should be organized as a cohesive entity providing services to the executive staff and division.

RECOMMENDATION 2-9:

Reorganize the department for accountability and planning as the department of accountability, planning, and communications with responsibility for communications (public relations); data analysis; testing, research and evaluation, and technology; and grants; and assign overall administrative responsibility to the executive director reporting directly to the superintendent.

Implementation of this recommendation should be coordinated with implementation of **Recommendation 2-7**, reorganization of the central office administration. Accomplishment of this proposed action will consolidate planning, data management, assessment, and accountability within one major office as a critical part of the superintendent's executive staff. This recommendation places a high priority on the consolidation of those processes essential to effective planning and reinforces the important message that planning is the centerpiece of executive leadership.

Placing technology within this office would effectively address two issues. First, technology, which must serve both administrative and instructional departments and functions, would be located in a *neutral* corner where priorities could be effectively developed and acted upon without undue influence from either functional areas. Second, technology would serve as the cornerstone of effective planning as the provider of essential data for decision-making.

Bringing the accountability, assessment, and accreditation functions into this organizational unit would be consistent with planning needs and the stated goals of the superintendent.

Finally, incorporation of the department for public relations as a communications function in the recommended department of accountability, planning, and communications would permit coordination of both internal and external communication functions necessary for effective planning and communications.

FISCAL IMPACT

This recommendation can be accomplished concurrently with Recommendation 2-8 with no additional time.

2.6.4 Public Relations

The RCPS department for public relations is administered by a director with support from an administrative assistant. The director reports to the superintendent. The office is responsible for handling public relations, providing timely information to both internal and external publics, and developing monthly programming for a cable television channel, a Web calendar of events and other Web programming, recognition programs, and other internal/external advertising programs. The current director has been employed by the division since the fall of 2006 and comes from the private sector media.

FINDING

While there is a department for public relations reporting directly to the superintendent and a list of areas of responsibility is provided on the Web site, there is no updated, comprehensive internal/external communications plan.

The director for public relations has established a set of priorities in alignment with the division's strategic plan. The development of an overall plan was recommended in January 2006. A plan was in fact developed, but it needs to be updated; the online version reflects positions that no longer exist or have been incorporated since its development (associate superintendent for instruction, chief academic officer, and others). However, personnel turnover in the office has precluded its timely review.

In a survey conducted for the January 2006 report, when asked to rate how well relations were maintained with various groups in the community, 63 percent of responding administrators, 50 percent of responding principals, and 48 percent of responding teachers selected either fair or poor. In other school districts, only 35 percent of administrators, 32 percent of principals, and 44 percent of teachers stated that their situation was either fair or poor. In all categories of responses, other districts' personnel reported better relations. When asked to rate the quality of community relations, 89 percent of responding administrators, 66 percent of responding principals, and 67 percent of responding teachers reported that relations needed some or major improvement. Only 8 percent of responding administrators, 32 percent of responding principals, and 25 percent of responding teachers reported that relations were adequate or outstanding.

COMMENDATION 2-G:

The department for public relations, staffed by a director and one administrative assistant, has aligned its priorities with the goals and requirements of the division's strategic plan.

RECOMMENDATION 2-10:

Update the division's comprehensive communications program.

The implementation of this recommendation should include, minimally:

- Reviewing the overall public information plan for the division and all schools as an outgrowth of the strategic plan as it is developed.
- Ensuring that positions described in the plan are consistent with the most current version of the division's organization.
- Developing a broad-based division community support initiative.
- Coordinating the involvement of central office and school administrators in civic and other community organizations.
- Providing for citizen and business recognition programs when such activity is warranted.

- Serving as information liaison among the school division, news media, and the community at large.
- Ensuring that photographs for press releases, brochures, and other materials to promote the district are taken.
- Coordinating public information strategy/techniques training delivery to school personnel when needed.
- Arranging for press conferences.
- Developing and coordinating production and distribution of internal and external publications and news releases.

FISCAL IMPACT

This recommendation can be accomplished by the current communications department administrator and clerical person in approximately six hours of time: four hours of administrative time and two hours of clerical time.

FINDING

The department for public relations, administered by a director who reports to the superintendent, does not have the technology support necessary for maximum operational effectiveness. A January 2006 recommendation proposed placing the communications (public information) function in a newly created department of accountability, planning, and communications.

The current executive director for accountability and planning provides support to the department for public relations as needed but is assigned to the chief academic officer's area of responsibility. The reorganization outlined in **Recommendations 2-7** and **2-9** would bring the department for public relations under the executive director for accountability, planning, and communications and assign reporting directly to the superintendent.

RECOMMENDATION 2-11:

Reorganize the department for public relations under the department of accountability, planning, and communications, and rename it the department of communications and community relations.

The department for public relations performs more than simply public information responsibilities. Its current priorities include media relations, school and student recognitions, business partnerships, and relationships with cable television, suggesting that it should be considered a communications and community relations office.

Implementation of this recommendation would strengthen the department of accountability, planning, and communications. Also, this reorganization would provide the department of communications and community relations with additional support to

implement a plan that should be designed to sustain a major initiative to improve community relations.

FISCAL IMPACT

This recommendation can be accomplished concurrently with Recommendation 2-8 with no additional time.

FINDING

While RCPS has business partnerships and a supportive educational foundation, no institutionalized linkage has been forged between these initiatives and organizations and the department for public relations. This situation can lead to schools competing for resources in the community, creating conflict among those important businesses and organizations that support the schools and division.

As stated on the RCPS Web site, the foundation has as its primary goals to support innovation in classroom instruction through school and teacher grants and to enhance funding for divisionwide professional development focused on leadership (see **Recommendations 2-13** and **14**), curriculum alignment, and instruction. Business partnerships focus on supporting schools and programs.

RECOMMENDATION 2-12:

Establish official links between the department for public relations, the educational foundation, and the business partnerships of RCPS.

Implementation of this recommendation should result in the director for public relation's official involvement with the educational foundation.

The department for public relations should become the official coordinator of all business partnerships. These actions should provide business partnerships, schools, and the foundation a common point for information on all activity, thus creating a situation that should ultimately minimize conflicting activity and the potential for misunderstandings.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The total amount of time to accomplish this recommendation cannot be estimated. However, it is reasonable to expect the overall accomplishment to take place over a period of several months through varied and effective communications with affected personnel. Meanwhile, the organizational aspects can be initiated as Recommendation 2-8 is implemented.

2.7 Administration of Division Schools

All activity in a school division should be related directly or indirectly to the education of the students. The delivery of educational programs typically occurs at the school level through prescribed programs. The school curriculum and instructional programs, safety

and security requirements, student management necessities, employment of personnel, and other considerations are often school-level management decisions.

In order to provide appropriate administrative and instructional support to schools, school systems typically adopt standards for determining positions to be budgeted and assigned to each school.

RCPS provides instructional programs to students in two high schools, six middle schools, 21 elementary schools, and two program/alternative sites. The 29 high, middle, and elementary schools are appropriately staffed with principals and assistant principals.

FINDING

As recommended in the January 2006 report, the RCPS administration revised and updated the Site-Based Management Handbook to provide clear statements of principals' scope of authority and specific procedures for meeting requirements; however, the training of new and prospective principals remains to be developed in the tenets and procedures for school management.

RCPS is to be commended for updating and revising the manual, but still must accomplish the essential task of developing training modules to ensure appropriate implementation by newly appointed principals and the preparation of prospective school principals.

COMMENDATION 2-H:

The RCPS administration is commended for updating the site-based handbook within the recommended implementation timelines.

RECOMMENDATION 2-13:

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

Implementation of this recommendation should result in the development of modules on such topics as:

- Addressing site-based philosophy of operation and leadership.
- Guidelines for planning, including the systematic preparation of school improvement initiatives related to the division's strategic plan.
- Fiscal guidelines defining the extent and limits of the individual schools' authority to make allocation determinations.
- Program development guidelines defining the extent and limits of the individual schools' authority to make determinations.
- Clear explication of central office services available to support school-based initiatives.

- Provisions for holding school personnel accountable for results.
- Other operational information related to facilities, purchasing, student transportation, student management, special education, and other matters deemed related.
- The processes for assessing progress towards meeting goals and standards.

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

These modules should be incorporated into the curriculum for the Leadership Academy (see **Recommendation 2-14**).

FISCAL IMPACT

This recommendation could be accomplished at an estimated one-time cost of \$55,000. This calculation assumes that RCPS would pay each of six principals a stipend of \$5,000, for a total of \$30,000, and engage a university consultant for ten days at a rate of \$2,500 per day, for a total of \$25,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Pay Principals Stipends	(\$30,000)	\$0	\$0	\$0	\$0
Hire a University Consultant	(\$25,000)	\$0	\$0	\$0	\$0
TOTAL	(\$55,000)	\$0	\$0	\$0	\$0

FINDING

Interviews with central office staff and school principals revealed that a large number of administrative personnel are nearing retirement and that the pool of potential replacements is inadequate.

There are total of 47 school-based administrators, including 31 principals, 9 assistant principals, and 7 hall principals. Of the 31 principals, 10, or one-third, have 25 or more years of experience and are nearing retirement.

Exhibit 2-15 shows the number of school-level administrators in the division at various levels of experience. As can be seen, 26, or more than half of all administrators, have 15 or more years of experience and 13 have between 25 and 30 plus years or more.

**EXHIBIT 2-15
SCHOOL-BASED ADMINISTRATORS AND
YEARS OF EXPERIENCE
FEBRUARY 2007**

TOTAL YEARS OF EXPERIENCE	NUMBER OF SCHOOL-BASED ADMINISTRATORS
0-14	21
15-19	8
20-24	5
25-29	4
30 +	9
Total	47

Source: Created by MGT of America from RCPS Human Resources Department data, February 2007.

In response to this need and a desire to provide leadership training and development, the superintendent has placed emphasis on the formation and implementation of a leadership academy. However, the academy has not been funded.

RECOMMENDATION 2-14:

Continue the development of the Leadership Academy and assign oversight responsibilities to the professional staff development unit.

Implementation of this recommendation should result in the activation of the Leadership Academy for the development of potential administrators and the academy's assignment to the professional staff development unit. This action should begin the process of systematically identifying and preparing professionals to fill vacated school-based administrative positions.

FISCAL IMPACT

The implementation plan can be developed with existing resources; however, the cost of operationalizing the academy cannot be estimated until a complete plan is developed. The division should consider soliciting community corporate sponsorships for the academy as a means of partially funding its establishment. This action would be consistent with one of the stated goals of the educational foundation, which could thus lend its support.

FINDING

In March 2005, the RCPS Extended Day Study Committee submitted a major report that provided the school board with five recommendations, including that all elementary schools start classes no earlier than 8:00 a.m. and all secondary schools at least 45 minutes later. On March 8, 2005, at its regular meeting, the school board approved the recommended action and instructed the administration to begin implementation with the 2006-07 school year; however, this recommendation has not yet been implemented.

The committee's recommendation was based on research that concluded that there are learning advantages for at-risk students and that adjusting start times is consistent with

data related to adolescent students' needs. These premises have not been refuted, and MGT consultants, in an effort to validate the recommended action, contacted a school district that had rescheduled its opening times as in the RCPS committee's recommendation. That district, Marion County Public Schools (Ocala, Florida), with an at-risk population of approximately 35 percent, has experienced continuous improvement in student achievement on statewide test instruments. Administrators believe that the change in start times has supported these improvements. Additionally, Arlington Public Schools in Virginia began pursuing a change in school start times in 1999. After a long and detailed decision-making process, a change was implemented in September 2001, giving high school students an extra 45 minutes of sleep. The district administration commissioned a task force, which followed strict guiding principles and thoroughly studied the change and all its related issues. As a result of its careful planning, the district transitioned smoothly to a well-received late start for high schools, with middle schools opening first and elementary schools second; no school opens earlier than 7:50 a.m.

Chapter 7.0, Transportation, examines various aspects of student transportation routing and should be reviewed in light of the RCPS Extended Day Study Committee's recommendation on start times and other related issues approved by the school board on March 8, 2005.

RECOMMENDATION 2-15:

Implement the RCPS Extended Day Study Committee's recommendation on elementary and secondary start times as approved by the school board at the March 8, 2005, regular meeting.

Implementation of this action would be consistent with the school board's actions of March 8, 2005, and create an opportunity to establish the elementary and secondary start times as proposed by the RCPS Extended Day Study Committee. Immediate actions should be taken to involve a broad sector of stakeholders in the final determination of scheduling, implementation timeline, and actual implementation.

Research suggests that this action may be beneficial to student learning. A start time of 8:00 a.m. would eliminate or minimize issues related to safe transit of students. Implementation of this recommendation should be predicated on an analysis of the findings and recommendations in **Chapter 7.0**.

FISCAL IMPACT

This recommendation can be implemented with existing resources if it only involves opening elementary schools before secondary schools. However, the routing study reported in **Chapter 7.0** may have an economic impact that would have to be factored in. Therefore, readers are referred to **Chapter 7.0** for further data.

3.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

3.0 PERSONNEL AND HUMAN RESOURCES MANAGEMENT

This chapter presents our findings and recommendations for the management of personnel and human resources in Roanoke City Public Schools (RCPS). The major sections of the chapter include:

- 3.1 Reported Status of 2005 Review Recommendations
- 3.2 Organization and Management
- 3.3 Job Descriptions and Personnel Records
- 3.4 Employment of Staff
- 3.5 Employee Compensation
- 3.6 Evaluation and Staff Development

CHAPTER SUMMARY

The human resources department of the Roanoke City Public Schools has been in a state of transition during the past several years as several different executive directors have headed the department. The current executive director was hired in January of 2006. Prior to her hire, an interim executive director oversaw the division for a year. Turnover in human resources staff over the past several years has led the executive director to reorganize some staff positions and responsibilities. The review team found a combination of old processes that continue to be maintained, while other newer processes are being developed.

RCPS experienced higher than usual teacher turnover last year and might well be expecting the same this school year. Teacher salaries and benefits and their affect upon hiring and retention are further issues facing the division. Both issues are addressed in this chapter.

This chapter includes the following key commendations:

- RCPS is commended for joining with the City of Roanoke to determine the feasibility of bringing both organizations' health care benefits under one program to help reduce costs to both.
- The establishment of an office of professional development and developing a comprehensive plan in response to needs identified on the basis of student performance, instructional needs, and district data.

The recommendations that follow are essentially focused on continuing to move the division forward in streamlining and strengthening its processes. Some key recommendations include:

- Develop an internal on-line exit survey for employees to complete upon leaving the division.

- Implement an up-to-date human resources management system. This issue is addressed and a recommendation made in **Chapter 5.0 Technology**.
- Revisit the November 2005 MGT recommendation to purchase a sub-finder system or require the substitute caller to maintain detailed and accurate records of daily teacher absences.
- Continue to analyze salaries offered to teachers and make adjustments as the budget allows.
- Organize and coordinate training activities to increase staff development for classified employees and place the coordination of these activities under the directorship of the office of professional development.
- Move the office of professional development to the human resources department and as part of that office include staff development for classified staff.

3.1 Reported Status of 2005 Review Recommendations

Recommendations in a prior 2005-06 review conducted by MGT of America essentially focused on the management and delivery of personnel services to employees. Please note that in MGT's previous report, the Personnel and Human Resources chapter was Chapter 6.0.

Among the recommendations in the previous report were the following key suggestions and their status as reported to MGT of America by the division in January 2007:

- 6.1: Hire a receptionist to answer general information calls to the administrative building and human resources offices and to greet and sign-in visitors to the building (Implemented).
- 6-2: Reclassify the position of human resources supervisor to human resources specialist (Considered but not implementing).

No explanation was provided but the human resources department is in the process of reorganization and job responsibilities may shift.

- 6-3: Develop and implement a customer feedback system to assist the department in evaluating the nature and quality of its services and the satisfaction level of RCPS employees (Not completed).

Five newly created customer feedback surveys are ready and awaiting a decision from the superintendent's executive staff as to when the surveys will be sent and how often (annually or every two years). The five surveys include:

- School - teachers and staff.
- Classified (non-instructional staff).
- Central office personnel.
- Parents (random sample of 20 percent of parents from each school).
- Students.
- 6-4: Create an awards program to recognize employees of Roanoke City Public Schools (Implemented).

The department of public relations is undertaking this effort of recognizing students and employees.

- 6-5: Develop procedures for tracking whether employees are formally evaluated according to policy and ensuring that the process is monitored (Not completed).

Human resources is developing a process to track employee evaluations and will hold principals and administrators/supervisors accountable for returning signed evaluations to human resources.

- 6-6: Review and update all job descriptions that are not currently being revised and rewritten by the City of Roanoke (In process).

Further discussion of this issue is found in Section 3.3 of this chapter.

- 6-7: Implement a position control system (Considered but not implementing – unfunded).

The lack of an adequate human resources management system with an accompanying position control is addressed in this chapter under Section 3.4 and in **Chapter 5.0 Technology**.

- 6-8: Research on-line automated application systems (Implemented).

A newly purchased on-line automated application system is set for implementation in February 2007.

- 6-9: Develop a RCPS comprehensive recruitment plan (In process).
- 6-10: Purchase an automated substitute system (Considered but not implementing – unfunded).

According to staff, this is still under consideration. See comments under Recommendation 6-11.

- 6-11: Determine the reasons for the high absentee rate and develop strategies for reducing absenteeism (In process).

Further discussion of maintaining teacher absentee records and producing reports in relation to the high absentee rate of teachers is found under Section 3.4 of this chapter.

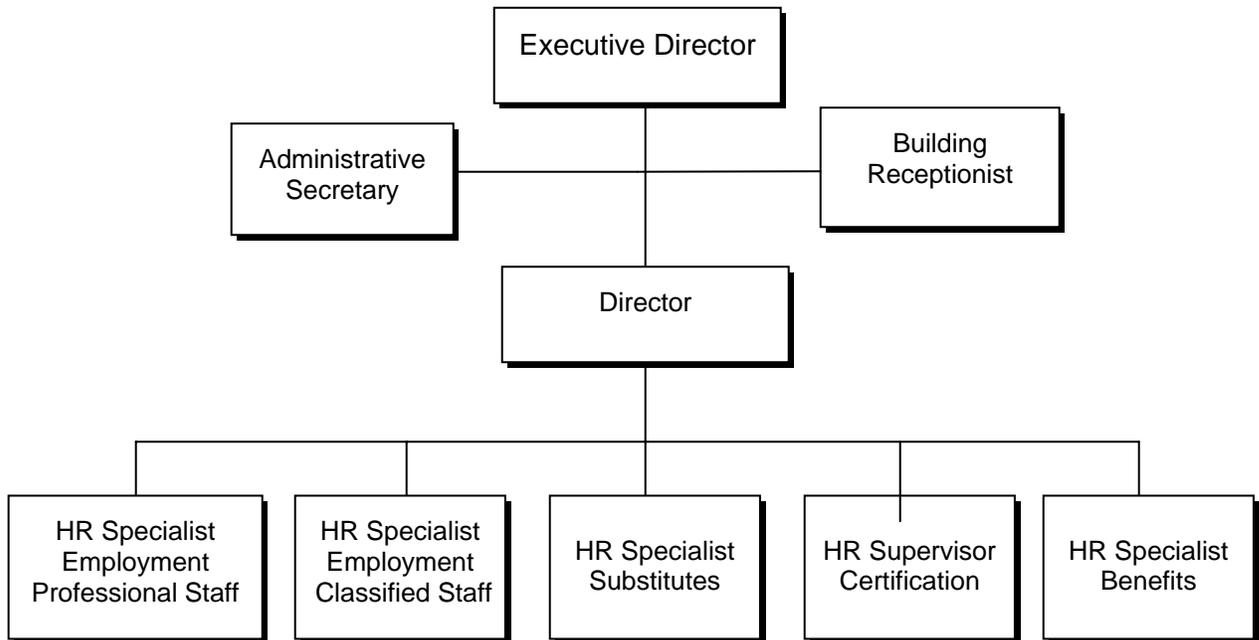
- 6-12: Eliminate the \$40 stipend paid to substitute teachers for attending a training session. The human resources department intended to implement this recommendation but upon advisement of legal counsel has not.
- 6-13: Develop a comprehensive divisionwide Staff Development Master Plan that links the division's priorities with the opportunities provided in staff development (In process).
- 6-14: Develop an office of staff development (Completed).
- 6-15: Develop a mentorship program for new teachers (In process).

As noted previously, findings related to the above recommendations and current status are reported in the following sections within this chapter.

3.2 Organization and Management

The department of human resources (HR) is responsible for planning, implementing, and maintaining a sound system of personnel and human resources management that complies with the Commonwealth of Virginia laws and is consistent with Roanoke City Public Schools policies and mission. The current organizational structure of the department of human resources is shown in **Exhibit 3-1**.

**EXHIBIT 3-1
ROANOKE CITY PUBLIC SCHOOLS
DEPARTMENT OF HUMAN RESOURCES**



Source: RCPS, Human Resources Department

An executive director oversees the department of human resources with a staff of eight – a director, a supervisor, four specialists, an administrative secretary, and a building receptionist. The eight staff members are responsible for a myriad of functions that include:

- Implementing and interpreting personnel policies and laws.
- Recruiting teachers and administrators.
- Hiring and processing employees.
- Conducting new hire orientation.
- Licensing and re-licensing of staff.
- Processing employee benefits and compensation.
- Developing and maintaining employee handbooks.
- Hiring and managing substitutes.
- Managing employee performance evaluations.
- Overseeing employee relations and grievance procedures.
- Processing retirees.
- Monitoring personnel records system.
- Answering phones and greeting visitors.

Each staff member in the department is assigned specific responsibilities for ensuring that all of the above functions are covered. This rather small staff accomplishes an exceptional amount of work.

FINDING

The work of staff in human resources is hampered when their requests for feedback or justification for personnel transactions/changes are not met.

Human resources policy is that an interview form provided by the HR office must be used when interviewing candidates for positions. However, since the forms used by principals and division offices are out-of-date, with many grammatical and spelling errors, the forms were revised by one of the HR specialists. The specialist then requested that directors and school coordinators review the revised forms so they would be accurate to specific positions and would replace the current interview form. Only 40 percent replied to the request even after a follow-up e-mail. HR does not want to submit interview forms to principals and supervisors based on only what HR thinks the questions should be to evaluate potential new teachers, principals, or other staff. Thus, the revised interview form has not yet been provided to the schools because of the lack of requested input.

Human resources at times processes individuals in new positions where information regarding budget/account codes is lacking. For instance, in one case in processing a new hire HR requested the account code for the position. The director over the position did not know that the position was to come out of the department's budget, as there were no dollars available to hire. As a result the new hire was processed regardless and fiscal services was then left to find the money to fund the new position.

Some schools and departments are not notifying human resources when changes are made to an employee's status. For instance, one employee's salary was charged to another grant fund at the school level but HR was not notified of the change. In another incident, an employee was working extra hours and again HR was not notified.

To effectively maintain employee records, human resources needs to be kept aware of what is happening to maintain accurate data on an employee's status. Divisions with strong human resources offices ensure that all division staff maintain timely communications with the human resources department and that division administrators and supervisors follow the procedures and practices of the department.

RECOMMENDATION 3-1:

Communicate regularly to employees the procedures and practices that are to be followed in hiring new staff, changing an employee's status and/or salary, and issuing responses to requests from human resources.

Respect for the department of human resources can be improved greatly by the division communicating the practices and procedures that are to be followed regarding personnel transactions. HR needs to communicate this as well.

FISCAL IMPACT

This recommendation can be implemented by division administrators and HR staff, who should ensure that procedures and practices are communicated regularly to employees. Employees should be held accountable for data and other information that is required by

HR The division is not fiscally impacted by this recommendation.

FINDING

Personnel hiring policies, practices, and procedures are not always followed in the division resulting in potential morale problems and internal inconsistencies.

According to hiring procedures, once a vacancy is announced, the job position is posted with a closing date – usually a two-week period is allowed for the individual to submit an application. Once the applications are received and screened for academic work, experience, and qualifications required for the particular position, applicants are interviewed. After selection, the candidate is placed on the appropriate salary scale according to experience (steps) and salary range for that particular position.

Salary scales/schedules are so designed that there is no misinterpretation to the employee or to the hiring agency as to where an employee falls under a particular schedule. Confidence, assurance, and accuracy are established when a division adheres to such salary determinations. When a job is posted the salary range is clearly stated on the position vacancy posting.

The consultant learned while reviewing salaries of personnel that one position hired in human resources was placed at nearly two grades higher than the grade level posted in advertising the job.

Over 30 applications were received for the position that was initially advertised in early 2006 but no selection was made. While the candidate selected was the most qualified of those interviewed and has performed admirably in the position, the position's responsibilities do not warrant a higher grade than was advertised.

The consultant came across only this single incident. Such hiring practices can result in damaging effects on employee morale. The responsibility of HR and the division is to see that such incidents do not occur.

RECOMMENDATION 3-2:

Adhere to division procedures and policies in regard to hiring practices and salary administration.

Policies and guidelines for hiring and administering salaries are developed so that hiring of staff is fair and equitable. Thus, the division should be keenly attuned to not letting such incidents as reported to occur.

FISCAL IMPACT

This recommendation will not impact RCPS fiscally. Staff should be held accountable for fair and equitable hiring of staff and salary administration.

3.3 Job Descriptions and Personnel Records

A recommendation was made by MGT in its report of November 2005 that all job descriptions that had not been reviewed, revised, or rewritten by the City of Roanoke (City) be reviewed and updated and that procedures be established to review and update job descriptions on a regular basis. The review of job descriptions for classified staff was part of a larger Classified Pay Study conducted by the city. The study was completed in February 2006 and classified job descriptions were revised, rewritten, or developed. However, human resources has not completed its review and update of all other job descriptions (administrative and professional) nor has it developed a procedure for reviewing all job descriptions on a regular basis.

Since job descriptions are essential to hiring employees, the use of such as a basis for annual performance evaluations, and the increasingly importance in defending workers' compensation and civil lawsuits, the issue of job descriptions is once again addressed in this section.

FINDING

Many RCPS job descriptions have not been reviewed nor revised or rewritten. Most of the job descriptions that are on file other than classified are job postings without the required elements of an effectively written job description. Additionally those job descriptions of classified staff that were revised or developed do not show a date of revision or update as was previously recommended in MGT's November 2005 study.

When the consultant reviewed job descriptions on the last visit to RCPS, job descriptions for professional employees were misplaced and thus the consultant did not conduct the review of these job descriptions. In this review, some of these administrative positions were available but were job postings and not job descriptions.

Job descriptions for some positions were not found, such as the director of food services and the director of human resources. Further, employees reported that they do not have a copy of their job description. In addition, the department has not developed a procedure for reviewing job descriptions periodically or for departments and schools to assist in this process.

In fairness to the human resources department, staff reported that time and staff have not been available to undertake this task. The executive director is in the process of making some staff changes and plans to begin this process as soon as staff becomes available.

RECOMMENDATION 3-3:

Review and update job descriptions that have not been reviewed, revised, and/or rewritten and develop a procedure for reviewing job descriptions on a regular basis.

The human resources department should begin its review of job descriptions not reviewed, and rewrite job postings into a standard job description for each employee as

recommended in November of 2005. For those positions that have neither a job posting nor a job description, one should be written. To standardize the format, the following elements should be included: physical demands and work environment; a footer that includes the date the position was developed, updated, or revised; fonts and style should be standardized across all job descriptions and consistently structured.

Further processes and procedures should be developed to review job descriptions on a three-year cycle, with one-third of them reviewed and updated each year. All employees should be provided with a copy of their job descriptions; job descriptions should be posted on the RCPS Web site with an electronic and hard copy with index maintained in human resources.

FISCAL IMPACT

This recommendation can be accomplished by HR staff. Time and effort required will depend upon the extent of the number of job descriptions that must be reviewed, revised, written, or rewritten. The process should begin immediately.

FINDING

RCPS purchased a new rolling filing system to store personnel records. The human resources department previously stored personnel files in metal cabinets and boxes that were not fire proofed. When the new executive director came aboard, the records were unorganized and not properly filed. Accessing records was difficult and filing was made even more so.

Now personnel records are filed in a fireproofed room of its own. Staff can now more easily locate files since they are no longer stuffed together in filing cabinets. Time is saved as records are filed more quickly.

COMMENDATION 3-A:

Human resources is commended for recognizing and acting upon the need for a more efficient and more secure filing system for personnel records, which can now be more easily accessed by HR staff.

3.4 Employment of Staff

The department of human resources is responsible for maintaining an adequate workforce by ensuring that all available employee positions are filled. To maintain appropriate staffing levels, the department monitors the positions allocated to schools and departments, and ensures that personnel are recruited, hired, and processed to fill vacant positions.

Exhibit 3-2 provides an overview of personnel employed full-time as of January 2007 according to employee category. As shown, there are 2,418 full-time employees. Approximately 67 percent of the total are school based while approximately three percent are central office administrators and instructional and classified support positions. Clerical staff, food services employees, transportation workers, and

maintenance personnel make up approximately 29 percent of the total employees. Of the total full-time employees, 1,345 are teachers and other instructional personnel. The division hires approximately 781 temporary and part-time employees.

Subsequent to MGT's site visit, additional data were provided on the number of employees for the 2007-08 school year. The district stated the division has 3,087 total employees: 2,264 are full-time employees and 823 are part-time employees. We have requested additional data from the district in order to update **Exhibit 3-2** and as of April 18, 2007 have not received the data.

**EXHIBIT 3-2
ROANOKE CITY PUBLIC SCHOOLS
EMPLOYEES**

EMPLOYEE CATEGORY	TOTAL FTE
Central Office	
Administrators	55
Instructional Support ¹	7
Classified Support ²	8
Sub-total	70
School	
Principals/Assistant Principals	49
Instructional Aides	333
Teachers & Other Instructional Personnel	1,245
Sub-total	1,627
Clerical	
School	99
Central Office	45
School Plants	6
Sub-total	150
Food Services	
School Workers	184
Central Office Support	9
Sub-total	193
Transportation	
Bus Mechanics	8
Bus Assistants (14 Substitutes)	45
Bus Drivers (15 Substitutes)	127
Office Support	11
Sub-total	191
Maintenance	
Maintenance (1 part-time)	54
Operations/Custodians (28 part-time)	119
Sub-total	173
Security	
Security Positions	14
Sub-total	14
GRAND TOTAL	2,418

¹ Instructional Support includes Data Specialist, Federal Programs Specialist, Nurse Coordinator, SIMS Technician, Court Liaison/Tuancy Specialist, Grants Specialist.

² Classified Support includes Printer, two Electronics Technicians, CSA Case Manager, Mail Distribution Coordinator.

Source: Roanoke City Public Schools, Department of Human Resources, January 2007.

FINDING

The teacher turnover rate over the past school year has increased significantly and a system for identifying reasons has not been implemented.

Exhibit 3-3 provides the teacher turnover rates over the past four years. While the turnover rate from 2002-03 through 2004-05 remained relatively constant at nine percent, the jump from under nine percent to over 20 percent in 2005-06 is indicative of low morale. Resignations jumped nearly 70 percent (from 86 to 146) during the same time period.

**EXHIBIT 3-3
TEACHER TURNOVER
2002-03 THROUGH 2005-06**

	2002-03	2003-04	2004-05	2005-06
Another reason		2		
Continue education	1			
Criminal Check				1
Deceased		1	3	
Declined position	1	1		24
Did not return to work		3		
Disability	1			
Health	3	1		
Leave of Absence			1	
Licensing	3	4		
Military			1	16
Moved	21	4		
No reason given		1		
Other employment	26			
Personal	48	5	1	
Position ended	2	5	11	7
Resignation	1	83	86	146
Retirement		2	1	53
Terminated	1		1	9
TOTAL	108	112	105	256
TOTAL TEACHERS PER YEAR*	1,186.9	1,188.3	1,186.5	1,245.0
TURNOVER RATE	9.1%	9.4%	8.8%	20.6%

*Number of teachers for 2002-03, 2003-04, 2004-05 from the 2005-06 Budget, Personnel Resource Allocations, p.174 (includes positions funded by grants).

Number of 2005-06 teachers from data provided by the Human Resources Department.

Source: Roanoke City Public Schools, Human Resources Department, February 2007.

While the division is tracking terminations by an array of reasons as shown in **Exhibit 3-3**, these figures do not provide the division with sufficient information for developing strategies for hiring and retaining valuable teachers. The division needs to identify the root causes for teachers voluntarily leaving their jobs.

Principals are requested to complete an exit interview along with a form when a teacher leaves the division; however, few of the exit interview forms reach human resources and

supposedly some principals do not conduct an interview or fill out the form. Thus, this year human resources developed a *Request for Termination of Employment* that the principal or a supervisor is required to complete and return to human resources before the employee is officially released from the division. The form provides an array of reasons for the principal to check why the teacher is leaving and is a step in the right direction.

Unfortunately, employees are often reluctant to provide actual reasons or make negative comments about administrators if they fear future job opportunities might be affected by previous employers. Thus, a way to elicit this information from employees must be devised that protects the confidentiality of the employee.

Using rewards and incentives are not necessarily the answers to improving teacher retention. While the intentions are good, the ideas are generally based on guesswork and many good teachers enter the field for reasons other than money.

RECOMMENDATION 3-4:

Develop an internal on-line exit survey for employees to complete upon leaving the division.

An on-line exit survey for employees (teachers specifically) to complete upon leaving the district should be developed. The current exit interview form can be eliminated and replaced by (1) the departing employee completing the *Request for Termination of Employment Form* and (2) requesting the employee to fill out the on-line survey, which should guarantee anonymity. The survey should allow departing teachers to identify specific and actual reasons why they are leaving the division and where the teachers see problems and successes. The exit survey will help human resources to identify reasons for employee turnover and measure the success of school division's retention initiatives.

FISCAL IMPACT

Human resources administrative staff can accomplish this recommendation by developing the survey, seeking the Superintendent's and executive staff's approval, and then having the technology department place the survey on-line, ensuring anonymity to the respondents. School and department administrators should request that employees leaving the district fill out the on-line survey. Any fiscal impact that the division might incur cannot be estimated at this time.

FINDING

Human resources staff responsible for hiring and processing new hires and maintaining records of all personnel transactions including transfers, terminations, resignations, retirements, salary adjustments, name and address changes, and employment status are hampered from efficiently and effectively processing essential personnel data due to the lack of an adequate Human Resources Management System.

The antiquated WANG system currently in use is not sufficient for the number of employee transactions that occur daily and in fact, causes a duplication of efforts between human resources and payroll.

Personnel specialists must enter all personnel transactions into the current electronic system (WANG) to maintain an accurate personnel record for each employee. Once that is accomplished, personnel actions affecting the employee's payroll must be placed on a spreadsheet that is then provided to payroll for manual entry into the payroll system. No systematic electronic link between human resources and payroll exists; thus, a duplication of efforts occurs.

Further, RCPS does not have an effective position control system on even a formal staffing document. Without a position control system, school districts often find the number of personnel employed exceed the number of positions that have been funded. This occurred in RCPS in 2004-05 but was rectified by working with principals to make position cuts through attrition. Currently, the executive director is working with school principals on staffing needs but this is being accomplished manually by directly working with departments and schools to assess their staffing needs for 2007-08 – a laborious task.

In its November 2005 study, MGT recommended that a position control system be implemented. However, the recommendation while considered, was not funded. Human resources reported that until a new human resources management system is implemented, the purchase of a Position Control System to attach to the current personnel system would be unproductive and wasteful. MGT agrees; however, the immediacy of obtaining a state-of-the-art, proficient personnel management system cannot be overlooked.

RECOMMENDATION 3-5:

RCPS human resources department should implement an up-to-date human resources management system.

This issue is addressed and a recommendation is made in **Chapter 5.0 Technology**.

FISCAL IMPACT

The fiscal impact for this issue is addressed and in **Chapter 5.0 Technology (Recommendation 5-7)** of this report.

FINDING

Notification of personnel changes that affect employees' personnel record and salary are often communicated informally to personnel specialists without any official documentation backing up the personnel transaction.

While a "*personnel action form*" that records personnel changes such as transfers, retirements, resignations, salary adjustments, change of address and employment status, and array of other personnel actions is available for principals and supervisors to

use to notify human resources, most do not. Rather a principal or a supervisor makes a quick call to one of the personnel specialists or e-mails a short message. Thus, no official document is maintained of the personnel action other than notes jotted down by the personnel specialist about the change or a copy of an e-mail.

Principals sometimes e-mail names that are nicknames rather than the employee's given name, which results in time wasted to find the official name of the employee as recorded in personnel records and in payroll. At times personnel specialists are not notified that an employee's salary is now being charged to other grant accounts.

In other cases, human resources are unaware that an employee has been approved for an additional work hour. For example, one teacher had assumed an extra period of work at a school for the past five months and had not received pay. The teacher was in contact with the principal regarding this issue and finally contacted payroll. However, the information was not relayed through the human resources department so payroll was not notified. The process in this case was for the personnel action to come from the principal to the executive director of human resources to approve, and then to the personnel specialist to record and relay the information to payroll. According to human resources, this situation occurs all too regularly.

The consultant has not reviewed any human resources departments that do not use an official "*personnel action form*" to document an employee's employment change. Such documentation is imperative for accountability especially as these changes relate to money that is expended by the division. According to HR staff principals and supervisors are instructed to use a personnel action form but many obviously do not.

RECOMMENDATION 3-6:

Require that principals, supervisors, and all other staff report personnel transactions to human resources on an official "*personnel action*" form.

The superintendent's cabinet should adopt a policy that directs all principals, supervisors and other staff to submit a "*personnel action*" form to human resources when changes are made that affect an employee's salary, status, or personnel record. Either the form that is occasionally should be implemented or a new one should be developed. The forms will serve as official back-up documentation of all personnel actions that take place. Principals and supervisors should be held accountable for ensuring that all changes to an employee's status are recorded on the "*personnel action*" form and submitted promptly to human resources.

FISCAL IMPACT

Human resources staff should develop a "personnel action" form or revise the one occasionally used and direct all department and schools that any personnel transactions must be in place on the official personnel action form and submitted to HR. While no direct fiscal impact will occur, staff time will be required to develop the form and process it when received.

FINDING

Human resources is unable to track the number of teachers absent by school on a daily, weekly, or monthly basis in order to analyze such data and develop statistical reports on teacher absences. While payroll tracks absences, daily reports are not easily accessible to the department.

Since an automated substitute calling system is not available, the division hires a substitute caller who works from home to call substitutes. Neither the division nor the department requires that the substitute caller maintain any records. Thus, the department does not know the number of positions that go unfilled daily or weekly because the substitute caller is unable to locate a substitute, or what days during the week most teachers are absent.

Exhibit 3-4 shows the number of absences for administrators, teachers, teacher aides, and secretaries over the past four years. The annual number of staff absent from duty continues to rise.

**EXHIBIT 3-4
ADMINISTRATORS, TEACHERS, TEACHER AIDES & SECRETARIES
ABSENCES
2002-03 THROUGH 2005-06**

REASONS	2002-03	2003-04	2004-05	2005-06
Sick	11,710.25	12,891.75	13,965.00	14,345.00
Urgent Personal Leave (UPL)	1,640.25	1,766.50	1,802.00	1,778.00
Absent without Pay (AWOP)	2,305.29	2,802.55	2,990.34	2,863.00
TOTAL DAYS ABSENT FOR YEAR	15,655.79	17,460.80	18,757.34	18,986.03
TOTAL NUMBER OF STAFF¹	1,668.47	1,691.88	1,704.70	1,755.00
NUMBER OF DAYS EACH STAFF ABSENT FOR YEAR¹	9.38	10.32	11.00	10.82

Note: Total number of staff for 2005-06 might be slightly low as the figure used is from the November 2005 payroll records and does not account for employee fluctuation during the rest of the 2005-06 school year.

¹ Includes administrators, teachers, teacher aides, and secretaries.

Source: RCPS Payroll Records, November 2005 and RCPS 2005-06 Budget - Personnel Resource Allocations.

Specific reasons for absences are not shown other than Sick leave, Urgent Personnel Leave (UPL), and Absent without Pay (AWOP). Leave due to professional development, bereavement, jury duty, were not provided. Of the total 1,755 employees (teachers, teacher aides, administrators, and clerical), shown for the 2005-06 school year, each employee is estimated to be absent approximately 11 days a school year. Each employee is using most of his/her Sick Leave (one day a month allotted per employee) and Urgent Personal Leave (two days allotted per employee annually). Clerical and most administrators are on a 12- month schedule and thus have more days available for sick leave.

Enormous effort and cost is expended when substitutes must be found and paid for their services. Taking last year's 18,986 absences times the cost of a daily substitute (\$80) to fill positions, the division expended approximately \$1.5M on substitute salaries. This cost is estimated because not all of the vacancies were for teachers and some positions might have gone unfilled using other school staff to fill the void.

Board Policy, Section GBJ: Staff Leaves and Absences states:

The immediate supervisor shall review all absences on a service report basis and look for trends. At mid-year and/or the end of the year, if the employee has missed an average of one day per month, the immediate supervisor must hold a conference with the employee to pinpoint the causes and to emphasize that the employee's attendance must improve or it may affect the performance appraisal.

Principals should be working with teachers who are absent regularly and often to assist in reducing the high absentee rate. Based on the number of teachers absent annually, whether the principals are adhering to this policy appears doubtful.

Approximately 298 names are on the substitute list but even with that number, the substitute caller is sometimes unable to find substitutes willing to work. For example, according to the substitute caller, there were some 60 teachers (approximately six percent of the teaching staff) absent on December 16. Five vacancies were not filled. Only 45 names on the substitute list are actively filling positions.

MGT recommended in its report of November 2005, that a sub-finder system be purchased and while the division considered the recommendation, funds were not available to do so. Also a recommendation to develop strategies for reducing absenteeism was recommended but that has not been accomplished because the department does not have detailed monthly reports to analyze providing insight into the reasons behind the absences and then to develop strategies to reduce the number.

RECOMMENDATION 3-7:

Revisit the November 2005 MGT recommendation to purchase a sub-finder system or require the substitute caller to maintain detailed and accurate records of daily teacher absences.

RCPS should revisit the recommendation to purchase an automated sub-finder system. Most automated systems produce a variety of reports that would be beneficial to the department in developing strategies to reduce the number of absences. A number of advantages exists to maintaining such a system among which are a daily accounting of absences, schools where most of the absences occur, during what months, the number of daily unfilled positions, and e-mails lists generated to schools of substitutes the school is to expect for the day.

If the division is unable to fund a sub-finder system (which MGT highly recommends), then the substitute caller should at least maintain and provide weekly reports to the human resources department.

Once reports are available, strategies should be developed to reduce the number of teacher absences. Analyses should include what days most absences occurred, in what schools, and reasons behind the absences. Considerations such as stress, low morale, poor working conditions, a sense of entitlement rather than actual illness should be made. Furnishing detailed reports to principals experiencing large number of monthly absences would require that the principal be held accountable and according to division

policy hold conferences with an employee to pinpoint the causes of an employee's high absenteeism and to emphasize that an employee's attendance should improve or performance appraisal might be affected.

FISCAL IMPACT

This recommendation does not have a fiscal impact at this time until the human resources department and division make a decision to purchase a sub-finder system. Otherwise weekly reports to the human resources department should be required.

3.5 Employee Compensation

Competitive salaries and employee benefits (sick leave, health and life insurance, and retirement) are essential to attracting and retaining highly qualified and competent professional and support staff. Effective salary administration ensures that school system employees are treated equitably and understand how their salaries are determined.

The division conducts classification and compensation studies approximately every ten years for classified employees. The last review by the division was conducted in 1995 and the most recent in the fall of 2005, by the City of Roanoke's department of human resources. The report, issued in February 2006, revealed that there was a pay disparity between RCPS classified employees and those of other peer school divisions. The study recommended that the pay scales for classified employees be increased by five percent, retaining the current grade and step system. The recommendation was implemented; the classified personnel salary scale increased by 4.5 percent and 4.1 percent for the top of the scale, and 2.50 percent for step raises.

Teachers were provided a 1.83 percent scale increase and a tier raise to eligible teachers of 1.17 percent. **Exhibit 3-5** provides the RCPS Teacher Salary Scale for 2006-07. The salary scale is based on a tier system, which is designed to provide higher salaries for teachers in a relatively shorter period of time than would a year-by-year increase. With the tier system, a teacher's performance factors in whether the teacher will move to the next tier.

The largest increases on the salary scale for a teacher with a Bachelor's degree are shown when moving from Tier D to Tier E (\$3,794) and from Tier E to Tier F (\$7,597) rewarding teachers with over ten years of experience. A teacher who earns a Master's degree sees a \$1,300 increase in salary through Tier F and more going from Tier F to G and G to H. A \$3,225 increase in each tier through Tier F when a Doctorate degree is earned and more going from Tier F to G and G to H.

**EXHIBIT 3-5
ROANOKE CITY PUBLIC SCHOOLS
TEACHER SALARY SCALE
2006-07**

Years of Service	Tier	Bachelor	Bachelor +15	Master's	Master's +15	Master's +30	Doctorate
0	A	\$34,175	\$34,475	\$35,475	\$35,775	\$36,075	\$37,400
1	A	\$34,175	\$34,475	\$35,475	\$35,775	\$36,075	\$37,400
2	A	\$34,175	\$34,475	\$35,475	\$35,775	\$36,075	\$37,400
3	A	\$34,175	\$34,475	\$35,475	\$35,775	\$36,075	\$37,400
4	B	\$35,009	\$35,309	\$36,309	\$36,609	\$36,909	\$38,234
5	B	\$35,009	\$35,309	\$36,309	\$36,609	\$36,909	\$38,234
6	B	\$35,009	\$35,309	\$36,309	\$36,609	\$36,909	\$38,234
7	C	\$36,054	\$36,354	\$37,354	\$37,654	\$37,954	\$39,279
8	C	\$36,054	\$36,354	\$37,354	\$37,654	\$37,954	\$39,279
9	C	\$36,054	\$36,354	\$37,354	\$37,654	\$37,954	\$39,279
10	D	\$37,345	\$37,645	\$38,645	\$38,945	\$39,245	\$40,570
11	D	\$37,345	\$37,645	\$38,645	\$38,945	\$39,245	\$40,570
12	D	\$37,345	\$37,645	\$38,645	\$38,945	\$39,245	\$40,570
13	E	\$41,139	\$41,439	\$42,439	\$42,739	\$43,039	\$44,364
14	E	\$41,139	\$41,439	\$42,439	\$42,739	\$43,039	\$44,364
15	E	\$41,139	\$41,439	\$42,439	\$42,739	\$43,039	\$44,364
16	F	\$48,736	\$49,036	\$50,036	\$50,336	\$50,636	\$51,961
17	F	\$48,736	\$49,036	\$50,036	\$50,336	\$50,636	\$51,961
18	F	\$48,736	\$49,036	\$50,036	\$50,336	\$50,636	\$51,961
19	F	\$48,736	\$49,036	\$50,036	\$50,336	\$50,636	\$51,961
20	F	\$48,736	\$49,036	\$50,036	\$50,336	\$50,636	\$51,961
21	G	\$50,628	\$50,928	\$52,728	\$53,028	\$53,328	\$54,653
22	G	\$50,628	\$50,928	\$52,728	\$53,028	\$53,328	\$54,653
23	G	\$50,628	\$50,928	\$52,728	\$53,028	\$53,328	\$54,653
24	G	\$50,628	\$50,928	\$52,728	\$53,028	\$53,328	\$54,653
25	G	\$50,628	\$50,928	\$52,728	\$53,028	\$53,328	\$54,653
26	H	\$52,871	\$53,171	\$54,971	\$55,271	\$55,571	\$56,896
27	H	\$52,871	\$53,171	\$54,971	\$55,271	\$55,571	\$56,896
28	H	\$52,871	\$53,171	\$54,971	\$55,271	\$55,571	\$56,896
29	H	\$52,871	\$53,171	\$54,971	\$55,271	\$55,571	\$56,896
30	H	\$52,871	\$53,171	\$54,971	\$55,271	\$55,571	\$56,896

Source: Roanoke County Public Schools, Department of Human Resources, February 2007.

FINDING

Salaries and benefits offered to teachers in the Roanoke City Public Schools are compared on the following pages to five school divisions chosen by RCPS to provide data to determine how competitive RCPS teacher salaries and benefits are with other divisions. The school divisions chosen include:

- Botetourt County Public Schools (BCPS)
- Franklin County Schools (FCS)
- Montgomery County Public Schools (MCPS)
- Roanoke County Schools (RCS)
- Salem City Schools (SCS)

Other comparisons are also made to five other school divisions that were primarily chosen for general operational comparisons, but are presented here for salary comparisons as well. These divisions include:

- Hampton City Public Schools (HCPS)
- Hopewell City Schools (HCS)
- Lynchburg City Public Schools (LCPS)
- Newport News Public Schools (NNPS)
- Portsmouth City Public School (PPS)

Another five school divisions were chosen by the consultant that are comparable in size to RCPS in regard to student enrollment.

- Albermarle County Public Schools (ACPS)
- Frederick County Public Schools FCPS)
- Rockingham County Public Schools (RCPS)
- Suffolk City Public Schools (SCPS)
- York County Public Schools (YCPS)

Exhibit 3-6 provides the minimum, 5-years, 10-years, 20-years, 30-years, and maximum salaries offered to teachers with a Bachelor’s degree in each of the school divisions chosen by RCPS. The exhibit also shows how the school division ranks in comparison to all school divisions in Virginia as well as how the division ranks in comparison to the other school divisions listed in the exhibit.

**EXHIBIT 3-6
COMPARISON OF SALARIES
BACHELOR’S DEGREE
AT THE
MINIMUM, 5-YEARS, 10-YEARS, 20-YEARS, 30-YEARS, AND MAXIMUM RANGE**

SCHOOL DIVISIONS	MINIMUM			5-YEARS	10-YEARS			20-YEARS			30-YEARS	MAXIMUM		
	SALARY	PEER RANK ¹	STATE RANK ²	SALARY	SALARY	PEER RANK	STATE RANK	SALARY	PEER RANK	STATE RANK		SALARY	PEER RANK	STATE RANK
Botetourt County	\$33,755	4	82	\$37,299	\$41,519	1	32	\$50,633	2	27	\$51,633	\$51,633	4	81
Franklin County	\$32,000	5	107	\$33,600	\$36,100	6	102	\$50,791	1	25	\$50,791	\$50,791	6	92
Montgomery County	\$30,750	6	120	\$33,937	\$36,844	5	91	\$43,667	6	84	\$51,139	\$51,139	5	86
Roanoke City	\$34,175	2	75	\$35,009	\$37,345	4	81	\$48,736	4	34	\$52,871	\$52,781	2	65
Roanoke County	\$34,000	3	78	\$35,963	\$38,450	3	69	\$45,000	5	68	\$51,483	\$52,565	3	74
Salem City	\$38,600	1	10	\$39,410	\$40,640	2	39	\$48,655	3	35	\$60,780	\$60,780	1	17

Note: Salaries shown are for teachers with a Bachelor's Degree.

¹ Rank of School Division in comparison with the other six divisions listed.

² Rank of School Division in comparison with all other Virginia Public School Divisions in the Commonwealth of Virginia.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association Division of Finance, Research and Retirement Services.

Salem City offers the highest beginning salary (\$38,600) and also offers the highest maximum salary (\$60,780) to a teacher with 30+ years of experience. Salem City ranks 10th in the state for beginning teacher salaries. Roanoke City ranks second highest among the five districts with a minimum salary of \$34,175 and \$52,781 at the maximum, ranking 75th and 65th, respectively, in the state at those ranges. Roanoke City’s minimum salary is \$175 more than Roanoke County – its neighboring school division but Roanoke County offers more than Roanoke City to teachers with five and ten years of experience and a Bachelor's degree. Montgomery County offers the lowest beginning salary and Franklin County offers the lowest maximum salary earned after 30 years of experience.

In the next two exhibits (**Exhibit 3-7** and **Exhibit 3-8**), beginning and maximum salaries of the same school divisions are shown for 2005-06 and the current school year (2006-07). The increased amount in salary is shown along with the percentage increases as well as how the division ranked with the other divisions.

**EXHIBIT 3-7
COMPARISON SALARIES
BACHELOR'S DEGREE
BEGINNING SALARY
AMOUNT AND PERCENTAGE INCREASE
2005-06 TO 2006-07**

SCHOOL DIVISIONS	PEER RANK ¹	2005-06 SALARY	2006-07 SALARY	INCREASE/DECREASE	
				AMOUNT	PERCENT
Botetourt County	4	\$32,771	\$33,755	\$984	3.00%
Franklin County	2/3	\$31,000	\$32,000	\$1,000	3.23%
Montgomery County	6	\$30,750	\$30,750	\$0	0.00%
Roanoke City	5	\$33,561	\$34,175	\$614	1.83%
Roanoke County	2/3	\$33,000	\$34,000	\$1,000	3.03%
Salem City	1	\$37,300	\$38,600	\$1,300	3.49%

Note: Minimum salary for teachers with a Bachelor's Degree.

¹ Rank of School Division in comparison with the other six peer divisions in regard to increase in minimum salary from 2005-06 to 2006-07.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services.

The beginning teacher salary for Roanoke City teachers was increased by 1.83 percent, the lowest of all the school divisions listed except for Montgomery County teachers, which received no increase. The other four divisions received somewhere in the neighborhood of 3.0 to 3.5 percent increases.

**EXHIBIT 3-8
COMPARISON SALARIES
BACHELOR'S DEGREE
MAXIMUM SALARY/30+ YEARS EXPERIENCE
AMOUNT AND PERCENTAGE INCREASE
2005-06 TO 2006-07**

SCHOOL DIVISIONS	PEER RANK ¹	2005-06 SALARY	2006-07 SALARY	INCREASE/DECREASE	
				AMOUNT	PERCENT
Botetourt County	5	\$50,157	\$51,633	\$1,476	2.94%
Franklin County	2	\$48,837	\$50,791	\$1,954	4.00%
Montgomery County	4	\$49,573	\$51,139	\$1,566	3.16%
Roanoke City	6	\$51,921	\$52,871	\$950	1.83%
Roanoke County	1	\$50,301	\$52,565	\$2,264	4.50%
Salem City	3	\$59,010	\$60,780	\$1,770	3.00%

Note: Maximum salary for teachers with a Bachelor's Degree.

¹ Rank of School Division in comparison with the other six peer divisions in regard to increase in maximum salary from 2005-06 to 2006-07.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services.

Upon review of increases to the maximum salary a teacher with a Bachelor's degree can earn with 30+ years of experience, as shown in **Exhibit 3-8**, Roanoke City ranks last with only a 1.83 percent increase of \$950 from a salary in 2005-06 of \$51,921 to a salary of \$52,871 in 2006-07. Roanoke County maximum salaries increased \$2,264 in 2006-07, a percentage increase of 4.5 percent rewarding teachers who have longevity with the district.

The minimum, 5-years, 10-years, 20-years, 30-years, and maximum salaries of teachers earning a Master's degree in the selected five divisions are shown in **Exhibit 3-9**.

**EXHIBIT 3-9
COMPARISON OF SALARIES
MASTER'S DEGREE
AT THE
MINIMUM, 5-YEARS, 10-YEARS, 20- YEARS, 30-YEARS AND MAXIMUM RANGE**

SCHOOL DIVISIONS	MINIMUM			5-YEARS	10-YEARS				20-YEARS			30-YEARS	MAXIMUM		
	SALARY	PEER RANK ¹	STATE RANK ²	SALARY	SALARY	PEER RANK	STATE RANK	SALARY	PEER RANK	STATE RANK		SALARY	PEER RANK	STATE RANK	
Botetourt County	\$36,355	2	73	\$39,899	\$44,119	1	29	\$53,233	2	24	\$54,233	\$54,233	4	78	
Franklin County	\$34,500	5	105	\$36,100	\$38,600	6	100	\$53,541	1	22	\$53,541	\$53,541	5	87	
Montgomery County	\$32,750	6	121	\$35,937	\$38,844	4	94	\$45,667	6	86	\$53,139	\$53,139	6	89	
Roanoke City	\$35,474	4	89	\$36,309	\$38,645	5	98	\$50,036	4	45	\$54,971	\$54,971	2	71	
Roanoke County	\$35,650	3	86	\$37,673	\$40,275	3	73	\$47,275	5	67	\$53,758	\$54,840	3	74	
Salem City	\$41,905	1	9	\$42,715	\$43,945	2	32	\$51,960	3	34	\$64,085	\$64,085	1	19	

Note: Salaries shown are for teachers with a Master's Degree.

¹ Rank of School Division in comparison with the other six divisions listed.

² Rank of School Division in comparison with all other Virginia Public School Divisions in the Commonwealth of Virginia.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services.

Roanoke City provides a higher salary (\$50,036) after 20-years of service than Roanoke County (\$47,275) but ranks approximately \$200 (actual \$176) behind Roanoke County at the minimum salary for a teacher with a Master's degree. Roanoke City and Roanoke County are very close to offering the same dollars after 30+ years of maximum service and a master's degree, \$54,971 and \$54,840, respectively. Salem City still outranks all the divisions when it comes to offering minimum and maximum salaries to teachers with a Master's degree, showing a state ranking of 9th in minimum and 19th in maximum. Botetourt County rewards its teachers with a Master's degree the second highest minimum salary, the second highest after five-years of service, and after 10 years of service offers the highest. However, when it comes to maximum salaries for a teacher with a Master's degree Botetourt County ranks fourth.

In the next exhibit (**Exhibit 3-10**), Roanoke City salaries are compared to five other city school divisions. The number of students enrolled in each of the divisions is included in the exhibit, which shows the minimum, 15-years, and maximum salary teachers with a Bachelor's degree can earn.

**EXHIBIT 3-10
COMPARISON OF SALARIES
BACHELOR'S DEGREE
AT THE
MINIMUM, 5-YEARS, 15-YEARS, AND MAXIMUM RANGE**

SCHOOL DIVISIONS	# STUDENTS ¹	MINIMUM			15-YEARS			MAXIMUM		
		SALARY	PEER RANK ²	STATE RANK ³	SALARY	PEER RANK	STATE RANK	SALARY	PEER RANK	STATE RANK
Hampton City	22,265	\$36,700	2	23	\$43,100	4	45	\$58,005	3	36
Hopewell City	4,050	\$35,605	4	43	\$43,796	3	39	\$58,868	2	28
Lynchburg City	8,883	\$32,973	6	93	\$41,488	5	68	\$57,194	4	41
Newport News	32,381	\$35,750	3	42	\$43,900	2	38	\$55,709	5	51
Portsmouth	15,441	\$36,729	1	10	\$46,696	1	25	\$71,067	1	9
Roanoke City	13,235	\$34,175	5	75	\$41,139	6	71	\$52,871	6	65

¹ Student enrollment as of September 30, 2006.

² Rank of School Division in comparison with the other six divisions listed.

³ Rank of School Division in comparison with all other Virginia Public School Divisions in the Commonwealth of Virginia.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services and Virginia Department of Education, Fall Membership Report, September 2006.

Roanoke City does not fare as well when comparing salaries of their teachers with a Bachelor's degree to five other peer city divisions ranking 5th or 6th at a minimum, 15-years, or maximum salary. The division closest in student enrollment to Roanoke City is Portsmouth with a little over 2,200 more students. Portsmouth pays beginning teachers with a Bachelor's degree around \$2,554 more than Roanoke City. Portsmouth rewards its teachers with longevity of 30 years or more \$71,067, more than \$12,000 above the division with the second highest salary (Hopewell City - \$58,868) offered to teachers with a maximum of service. Portsmouth ranks 9th in the state when it comes to maximum salary earned for teachers with a Bachelor's degree.

Exhibit 3-11 provides an overview of minimum, 15-year, and maximum salary ranges for teachers with a Bachelor's degree in five Virginia school divisions that are comparable to Roanoke City in student enrollment. Again in almost all cases, RCPS teachers earn less than any of the other school divisions when it comes to beginning, 15-year, or maximum salaries. For example, Roanoke City offers a beginning salary to teachers with a Bachelor's degree \$3,520 less than a teacher in Albemarle County, the division with the highest minimum salary, and \$825 less than the division (Frederick County) that ranks 5th out of the six divisions shown. With 15 years of experience, Roanoke City fares a little better, ranking 5th behind Rockingham County who is 6th in rank. Albemarle County pays teachers a bachelor's degree and 30+ years of experience \$62,308, or \$9,437 more than Roanoke City.

**EXHIBIT 3-11
COMPARISON OF SALARIES
BACHELOR'S DEGREE
AT THE
MINIMUM, 5-YEARS, 15-YEARS, AND MAXIMUM RANGE**

SCHOOL DIVISIONS	# STUDENTS ¹	MINIMUM			15-YEARS			MAXIMUM		
		SALARY	PEER RANK ²	STATE RANK ³	SALARY	PEER RANK	STATE RANK	SALARY	PEER RANK	STATE RANK
Albemarle County	12,474	\$37,695	1	13	\$46,939	2	21	\$62,308	1	15
Frederick County	12,605	\$35,000	5	52	\$43,400	4	41	\$57,050	3	42
Roanoke City	13,235	\$34,175	6	75	\$41,139	5	71	\$52,871	5	65
Rockingham County	11,888	\$36,025	4	37	\$40,640	6	78	\$51,316	6	82
Suffolk City	13,988	\$37,300	2	93	\$48,637	1	18	\$57,702	2	38
York County	12,678	\$36,201	3	35	\$44,437	3	33	\$55,764	4	50

¹ Student enrollment as of September 30, 2006.

² Rank of School Division in comparison with the other six divisions listed.

³ Rank of School Division in comparison with all other Virginia Public School Divisions in the Commonwealth of Virginia.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services and Virginia Department of Education, Fall Membership Report, September 2006.

A summary is shown in (Exhibit 3-12) of the salary increases that Botetourt County, Franklin County, Montgomery County, Roanoke City, Roanoke County and Salem City award to teachers for earning credits toward a Master's and Doctorate degrees.

**EXHIBIT 3-12
INCREASES IN SALARY
AWARDED TO TEACHERS
FOR CREDITS TOWARD
MASTER'S AND DOCTORATE DEGREES**

SCHOOL DIVISIONS	BA+12	BA+15 1/2 MA	BA+18	BA+24	MA	MA+15	MA+30 APC,CAGS ED SPEC ¹	DOC/PHD	NATIONAL BOARD CERTIFICATION
Botetourt County			\$1,200		\$2,600			\$3,800	\$1,000
Franklin County		\$500			\$2,500	\$3,500			\$2,500
Montgomery County					\$2,000			\$3,000	Add'l Step
Roanoke City		\$300			\$1,300	\$1,600	\$1,900	\$3,225 to \$4,025	\$2,000
Roanoke County	\$321			\$482	\$1,605			\$3,210	\$2,500
Salem City	\$435			\$870	\$3,305		\$4,175	\$4,895	\$2,500

¹ APC - Advanced Professional Certificate, CAGS - Certificate of Advanced Graduate Student, Ed Spec - Education Specialist.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services.

Salem City offers the most dollars (\$3,305) for teachers earning a Master's degree and \$4,895 for a Doctorate degree. Roanoke City offers \$1,300 to teachers earning a Master's degree and anywhere from \$3,225 to \$4,025 depending on years of services to a teacher earning a Doctorate. Roanoke County (additional \$1,605) provides more than Roanoke City (additional \$1,300) for a Master's degree. Roanoke City offers more than Roanoke County for a Doctorate.

Exhibit 3-13 provides information about what each division grants for previous teaching experience (full-time and part-time) in public schools, in state and out, and in Virginia private schools, unless otherwise noted.

**EXHIBIT 3-13
CREDIT FOR SALARY PLACEMENT
PEER DIVISIONS**

SCHOOL DIVISION	CREDIT FOR SALARY PLACEMENT
Botetourt County	28 years maximum; no private or part-time school credit
Franklin County	No part -time credit.
Montgomery County	No private or part-time credit.
Roanoke City	30 years maximum. No part-time credit.
Roanoke County	No part-time credit
Salem City	Full credit

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services.

Exhibit 3-14 provides the average teachers' salaries for FY 2005-06 of the fifteen school divisions shown in the previous exhibits. Undoubtedly these averages have changed since employee's salaries for 2006-07 have likely increased across most of the divisions' salary scales. However, these average salaries provide insight into how RCPS fares with other divisions in the Virginia.

**EXHIBIT 3-14
SCHOOL DIVISION COMPARISONS
AVERAGE SALARIES
2005-06**

SCHOOL DIVISIONS	# STUDENTS¹	AVERAGE SALARY²	PEER RANK³
Albemarle County	12,747	\$44,094	5
Botetourt County	4,941	\$43,955	6
Frederick County	12,605	\$41,915	10
Franklin County	7,602	no data	
Hampton City	22,265	\$37,236	14
Hopewell City	4,050	\$42,918	7
Lynchburg City	8,883	\$39,737	12
Montgomery County	9,696	\$39,014	13
Newport News	32,381	\$42,195	9
Portsmouth	15,441	\$35,892	15
Roanoke City	13,235	\$44,303	3
Roanoke County	14,884	\$45,957	2
Rockingham County	11,881	\$39,755	11
Salem City	3,978	\$47,848	1
Suffolk City	13,987	\$42,203	8
York County	12,678	\$44,098	4

Note: The schools in blue are the ones chosen by RCPS for salary comparisons.

¹ Student enrollment as of September 30, 2006.

² Fiscal Year 2006.

³ Rank of School Division in comparison with the other divisions listed.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services; Virginia Department of Education, Fall Membership, September 2006; and Roanoke City Public Schools, Department of Human Resources - Teachers Salary Report, September 2006.

RCPS has the third highest average salary (\$44,303) of the 16 divisions shown in the exhibit behind Roanoke County at \$45,957 and Salem City \$47,848. The division with the lowest average salary is Portsmouth with \$35,892. Eight of the 16 divisions show average salaries over \$41,000 and five divisions with average salaries over \$44,000, including Roanoke.

However, Roanoke City does not fare as well when comparing its “beginning salaries” with all of the 15 school divisions used for comparison purposes in the previous exhibits. **Exhibit 3-15** provides the results.

**EXHIBIT 3-15
SCHOOL DIVISION COMPARISONS
STARTING TEACHER SALARIES
2006-07**

SCHOOL DIVISIONS	# STUDENTS¹	BEGINNING SALARY²	PEER RANK³
Albemarle County	12,747	\$37,695	2
Botetourt County*	4,941	\$33,755	13
Frederick County	12,605	\$35,000	10
Franklin County*	7,602	\$32,000	15
Hampton City	22,265	\$36,700	5
Hopewell City	4,050	\$35,605	9
Lynchburg City	8,883	\$32,973	14
Montgomery County*	9,696	\$30,750	16
Newport News	32,381	\$35,750	8
Portsmouth	15,441	\$36,729	4
Roanoke City	13,235	\$34,175	11
Roanoke County*	14,884	\$34,000	12
Rockingham County	11,881	\$36,025	7
Salem City	3,978	\$38,600	1
Suffolk City	13,987	\$37,000	3
York County	12,678	\$36,201	6

*These schools are the ones chosen by RCPS for salary comparisons.

¹ Student enrollment as of September 30, 2006.

² Beginning Salaries - September 30, 2006.

³ Rank of School Division in comparison with the other divisions listed.

Source: 2006-07 Salary Schedules for Teachers, Volume I: Benchmarks and Rankings, Virginia Education Association, Division of Finance, Research and Retirement Services and Virginia Department of Education, Fall Membership, September 2006.

Roanoke County ranks eleventh when its beginning salaries are compared to all of the districts chosen (those selected for salary comparisons – are marked with an asterisk in the exhibit, those selected for general comparisons, and those selected by the consultant based on similar student enrollments to RCPS). Roanoke County ranks twelfth and Salem City remains as the division with the highest paying salary offered to beginning teachers. Ten of the divisions offer starting salaries of \$35,000 or more. Montgomery offers the lowest at \$32,000.

While Roanoke's starting salaries are lower than many of the other divisions around the state, the salaries they offer to beginning teachers are competitive with those districts close in proximity to Roanoke, except for Salem City, which almost consistently ranks in the top spot.

While the minimum salaries of Roanoke City teachers with a Master's degree are lower than most of the comparison districts close in proximity to Roanoke, the differences in salary of the two divisions ranking above them (Roanoke County and Botetourt County) are relatively small (\$176 to \$188) with the exception of Salem City, which is \$6,431 above Roanoke City. When a teacher in Roanoke City reaches thirty years of service, Roanoke City ranks second among these divisions with the highest paying salary.

When Roanoke City is compared to school divisions around the state with similar enrollment size, the school does not fare as well. Many different circumstances play into the salaries that are offered: tax base, population, location, poverty level, and so on.

Two additional exhibits (**Exhibit 3-16** and **Exhibit 3-17**) are provided to show the experience levels of teachers in Roanoke City and the degrees earned, all of which further impact salary levels as well as budget.

In **Exhibit 3-16**, 30 percent of the teachers have more than 20 years of experience. Approximately 28 percent have less than five years of experience. In **Exhibit 3-17**, approximately 41 percent of the division's teachers have a Master's degree or more.

**EXHIBIT 3-16
PROFESSIONAL STAFF
YEARS OF EXPERIENCE**

YEARS	PROFESSIONAL STAFF	
	NUMBER	PERCENT
0	90	7.1%
14	264	20.7%
5-9	243	19.1%
10-19	290	22.8%
20-25	167	13.1%
26-29	117	9.2%
30+	103	8.1%
TOTAL	1,274	

Source: Roanoke City Public Schools, Department of Human Resources, February 2007.

**EXHIBIT 3-17
TEACHERS
DEGREES EARNED**

DEGREE	NUMBER OF TEACHERS	PERCENT
Bachelor	438	34.4%
Bachelor +	282	22.1%
Master's	424	33.3%
Master's +	90	7.1%
Doctorate	14	1.1%
No Degree ¹	26	2.0%
TOTAL	1,274	

¹ No degree - personnel that teach vocational education classes who are not required to have a degree or may hold technical professional licenses such as culinary arts, cosmetology, auto body, and ROTC.
Source: Roanoke City Public Schools, Department of Human Resources, February 2007.

In addition to offering teachers competitive salaries in order to attract and retain teachers benefits are also of great importance. **Exhibit 3-18** provides a comparison of RCPS' benefits to five other peer divisions chosen by the division for salary and benefits comparisons.

**EXHIBIT 3-18
COMPARISON OF BENEFITS PROVIDED BY ROANOKE CITY PUBLIC SCHOOLS
TO FIVE OTHER SCHOOL DIVISIONS**

BENEFIT	ROANOKE CITY	BOTETOURT COUNTY	FRANKLIN COUNTY	MONTGOMERY COUNTY	ROANOKE COUNTY	SALEM CITY
NUMBER EMPLOYEES NUMBER OF TEACHERS	Employees - 2,418 Teachers - 1,245	Employees - 780 Teachers - 214	Employees - 1,145 Teachers - 587	Employees - 2,000 Teachers - 700	Employees - 2,200 Teachers - 1,500	Employees - 579 Teachers - 305
SICK LEAVE	One day per month employed \$100 for perfect attendance per year.	One day per month employed. No stipend for perfect attendance.	One day per month employed. Stipend for perfect attendance.	One day per month employed. One day leave per semester for perfect attendance or \$100 a semester.	One day per month employed	One day per month employed. No stipend for perfect attendance.
MAXIMUM ACCUMULATED SICK LEAVE	180 days	90 days	180 days	No maximum	No maximum	200 days
SICK LEAVE PAYMENT ON SEPARATION FROM DIVISION/RETIREMENT	Lump sum cash payment of \$20 per day for unused sick leave days up to a maximum of 180 days (must work for a minimum of 10 years in RCPS to receive benefit.)	No cash payment for unused sick leave.	Lump sum cash payment of \$35 per day for unused sick leave days up to a maximum of 180 days.	Cash payment of 25% of unused sick leave up to a maximum of \$3,500. To receive payment, full-time employee for a least five years.	Retired - receive \$35 a day. Resigned - receive \$10 a day. Must work for a minimum of 5 years in division to qualify for sick leave payment.	Lump sum cash payment of \$40 per day for unused sick leave days up to a maximum of 200 days.
PERSONAL LEAVE	2 days of urgent personal leave per year (added to sick leave at end of year if not used).	2 days of urgent personal leave per year (added to sick leave at end of year if not used).	3 days of personal leave per year (added to sick leave at end of year if not used)	2 days of personal leave per year - added to sick leave at end of year if not used.	2 days of personal leave per year - added to sick leave at end of year if not used. Three additional personal leave days with partial pay - must pay substitute salary of \$80.	3 days of personal leave per year - added to sick leave at end of year if not used.
RETIREMENT	Virginia Retirement System (VRS) - employee's portion to VRS of 5% of salary and employer's portion (rate fluctuates annually) all paid in full by the school board. No waiting period to become vested.	Virginia Retirement System (VRS) - employee's portion to VRS of 5% of salary and employer's portion (rate fluctuates annually) all paid in full by the school board. Waiting period of five years with the division to become vested.	Virginia Retirement System (VRS) - employee's portion to VRS of 5% of salary and employer's portion (rate fluctuates annually) all paid in full by the school board. No waiting period to become vested.	Virginia Retirement System (VRS) - employee's portion to VRS of 5% of salary and employer's portion (rate fluctuates annually) all paid in full by the school board. Waiting period of five years with the division to become vested.	Virginia Retirement System (VRS) - employee's portion to VRS of 5% of salary and employer's portion (rate fluctuates annually) all paid in full by the school board. No waiting period to become vested.	Virginia Retirement System (VRS) - employee's portion to VRS of 5% of salary and employer's portion (rate fluctuates annually) all paid in full by the school board. Waiting period of five years with the division to become vested.
EROP (Early Retirement Opportunity Plan)	RCPS participates in the EROP program. Employees are eligible to retire after completing 17 years of service in retirement system, 10 years of which must be with RCPS.	BCPS participates in the EROP program. Employees are eligible to retire after completing 10 years of service with BCPS at the age of 55 (due to change in coming year to age 50).	MCPS participates in the EROP program.	MCPS participates in the EROP program.	Roanoke County participates in the EROP program. Employees are eligible to retire at 55 or after completing 30 years of service.	SCS participates in the EROP program. Employees are eligible to retire after completing 20 years of service, 10 years of which must be with SCS.

**EXHIBIT 3-18 (Continued)
COMPARISON OF BENEFITS PROVIDED BY ROANOKE CITY PUBLIC SCHOOLS
TO FIVE OTHER SCHOOL DIVISIONS**

BENEFIT	ROANOKE CITY	BOTETOURT COUNTY	FRANKLIN COUNTY	MONTGOMERY COUNTY	ROANOKE COUNTY	SALEM CITY
HEALTH INSURANCE	School board pays: \$579 a month toward insurance. Employee pays: Employee - \$42 Emp + child - \$159.50 Emp + spouse - \$369.50 Family - \$449.50	School board pays: \$386.92 a month toward insurance. (incl dental and vision) Employee pays: Employee - \$0 Emp + child - \$174.11 Emp + spouse - \$386.88 Family - \$588.08	School board pays: \$3,600 a year toward insurance. Employee pays: Employee - \$76.90 Empl + spouse - \$565.18 Family - \$667.97	School board pays: \$541.92 a month toward PPO and \$482.30 a month toward HMO for each teacher. Employee pays: Emp + spouse - \$269.81 (PPO) and \$240.14 (HMO) Family - \$781.18 (PPO) and \$695.26 (HMO)	School board pays: Employee - \$373.74 a month toward insurance Employee + minor - \$384.90 Family - \$589.92 Employee pays: Employee - \$44.44 Employee + minor - \$205.44 Family - \$378.58	School board pays: \$416 a month toward insurance Employee pays: Employee - \$0 Emp + spouse - \$466 Emp + child - \$138
DENTAL INSURANCE	School board pays: Single - \$32.41 Single +1 - \$37.81 Family - \$47.07 Employee pays: Single - \$0 Single +1 - \$13.92 Family - \$39.02	SEE ABOVE	Optional to Employee - division does not contribute: Employee - \$33.32 Emp + \$66.30 Family \$102.66	Employee Pays: Employee - \$34.76 Emp + spouse - \$55.62 Emp + child - \$84.16 Family - \$116.02	School board pays: Employee - \$16.96 Employee + minor - \$20.16 Family - \$28.20 Employee pays: Employee - \$6.42 Employee + minor - \$18.00 Family - \$37.66	School board pays employee's dental insurance if employee takes health Insurance - \$27.32 cost to division.
LIFE INSURANCE	School board pays VRS Life Insurance Premium. Equal to twice the employee's annual salary in given year.	School board pays VRS Life Insurance Premium. Equal to twice the employee's annual salary in given year.	School board pay VRS Life Insurance Premium. Equal to twice the employee's annual salary in given year	School board pays VRS Life Insurance Premium. Equal to twice the employee's annual salary in given year and four times if accidental death.	School board pays VRS Life Insurance Premium. Equal to twice the employee's annual salary in given year and four times if accidental death.	School board pays for VRS Life Insurance Premium. Equal to twice the employee's annual salary in given year.
SAVINGS PROGRAMS	Plans - 403b and 457. No matching funds by division but plans provides tax benefits. If employee contributes to both plans, the employee may contribute the maximum allowable amount to each plan.	Plans 403b. No matching funds by division. Employee can choose to invest in plans provided by five different vendors.	No matching funds by division. Employee can choose to invest in several annuity insurance plans.	No matching funds by division. Employee can choose to invest in several annuity insurance plans.	Nationwide Defered Compensation - School board pays \$10 a month toward retirement above what employee contributes.	No
TAX DEFERABLE FLEXIBLE SPENDING ACCOUNT	Yes	Yes	Yes	Yes	Yes	Yes
EMPLOYEE ASSISTANCE PROGRAM	Yes	Yes	No	Yes	Yes	Yes
INCENTIVES TO ATTRACT NEW TEACHERS	Tuition assistance, early retirement incentives, mentoring.	Competitive pay, tuition assistance, early retirement incentives, mentoring.		Mentoring program	Tuition assistance and mentoring program.	Competitive salary, tuition assistance, and New Teacher Mentoring Program.

NOTE: Major differences between school divisions in provided benefits are highlighted in *italics*.

Source: Web sites and phone calls to the following school districts (Division of Human Resources): Botetout County Public Schools (BCPS), Franklin County Public Schools (FCPS), Montgomery County Public Schools (MCPS), Roanoke County Schools (RCS), and Salem City Schools (SCS) - February 2007 and Roanoke City Public Schools, Department of Human Resources, February 2007.

In general, many of the benefits offered in the six school divisions are very similar with a few exceptions across one or two school divisions. These differences include:

- Incentives offered for perfect attendance.
- Amount of sick leave that can be accumulated while in service.
- Amount of money paid for unused sick leave when a teacher separates from the division.
- Number of days allowed for personal leave and the use of terminology to describe it.
- Cost for Virginia Retirement System paid in full by the school division or other divisions where teachers must contribute five percent (5%) of salary toward retirement.
- Differences in the amount of dollars the school division pays of the teacher's health costs and whether dental insurance or life insurance is included.
- Differences in incentives used to attract and retain teachers.

Currently, the human resources department is working with the City of Roanoke to analyze costs to both organizations in delivering insurance benefits to city and division employees. The city's department of human resources invited RCPS to join them in this analysis. Meetings have been held and the school division's human resources is gathering data about the costs of insurance benefits to determine if it might be feasible to join with the city in providing benefits under one program at a lower cost to the school division.

The city has contracted, at their expense, with Wachovia Benefits Employment Services to research and examine the programs of the two organizations. Anthem, who provides insurance packages to both groups, has been contacted to provide further data.

COMMENDATION 3-B:

RCPS is commended for joining with the City of Roanoke to determine the feasibility of bringing both organizations' health care benefits under one program to help reduce costs to both.

RECOMMENDATION 3-8:

Continue to analyze salaries offered to teachers and make adjustments as the budget allows.

Increasing starting teacher salaries should help attract and retain quality teachers, which is continuing to be a challenge as the division experiences an increase in teacher retirements and turnover. While the cost to increase current salaries would be significant, it is important to recognize that high turnover is also very costly.

The division should assess all factors related to the compensation issue, such as true costs of raising salaries, the level of increase that is possible given the budget, the costs of teacher turnover, the importance of attracting and retaining quality teachers, the number of quality teachers who are nearing retirement, and the importance of increasing the number of minority teachers.

FISCAL IMPACT

The recommendation to analyze starting teacher salaries can be accomplished with existing resources. However, if the School Board decides beginning teacher salary increases are manageable, the cost to the district could be quite significant as adjustments would need to be made across the teacher salary scale.

3.6 Evaluations and Staff Development

Effective school divisions administer a fair, equitable, and accountable appraisal system to improve an employee's performance and deliver quality professional development to enhance its employees' professional growth. These two areas are examined in this section.

FINDING

Roanoke City Public Schools has recently developed two evaluation plans for the evaluations of school administrators and teachers. Such plans enable the division to maintain a high quality and qualified workforce. While well-developed evaluation instruments are maintained for all classification of employees, the recent evaluation plans for teachers and school administrators are worthy of mention.

RCPS teachers are required to maintain a "*Documentation Portfolio*" to demonstrate their professional performance through evidence of teaching techniques, student assessments, and professional development. Developed during 2004-05, the portfolio consists of the following parts:

- Instruction and student achievement – test data analysis, evidence of instruction and student assessments.
- Communications and human relations – parent/guardian contact logs, and surveys of students, parents, and colleagues.
- Professionalism – attendance log, professional development log, and school/division/community log.
- Classroom observation reports.
- Documentation for an educational objective – documentation for the accomplishment of the objective that has been developed to support the school's biennial plan.

The portfolio is reviewed at least two times per year as part of the evaluation process.

The “*Administrator Evaluation Plan*” just recently developed (August 2006) was designed:

- To improve instruction.
- To promote and assist professional growth and skills.
- To fulfill the legal requirements of state and local authorities.
- To identify and remediate any unsatisfactory practices or behaviors.

Administrators are evaluated on five domains and related performance standards. The five domains include:

- Planning and assessment.
- Instructional leadership.
- Safety and organizational management for learning.
- Communication and community relations.
- Professionalism.

Several reports/forms are required for the administrator to complete. One report is due in August, which states the administrator’s goals incorporated into the five domains. The next is an “interim review” report that is used to maintain records throughout the evaluation cycle of the administrator in preparation for the summative evaluation. The last report is the summative evaluation completed by the evaluator of the administrator.

COMMENDATION 3-C:

Roanoke City Public Schools is commended for the development of an effective process and evaluation program for school administrators and teachers.

FINDING

With the establishment of an office of professional development, a *Professional Development Plan* is in place to guide the efforts of planning and delivering high quality professional development to teachers; however, training for classified employees is not coordinated or delivered out of this office and as such little has been offered to classified employees other than what some departments or schools offer.

One key element in motivating and retaining employees is the opportunity to continue to expand job and career development skills. While training opportunities for particular categories of employees are offered such as food services and maintenance, little to nothing has been offered to clerical staff. Staff development activities such as child abuse and diversity training that could be delivered to classified employees as a whole are not delivered except here and there in departments or schools. However, there is still no coordination of these efforts or plans developed to provide systematic offerings for classified staff on an annual basis.

RECOMMENDATION 3-9:

Organize and coordinate training activities to increase staff development for classified employees and place the coordination of these activities under the directorship of the office of professional development.

Classified staff members should be encouraged to take courses specific to their current jobs including those to improve or secure overall skills and knowledge. The purpose of the professional (staff) development program should serve all departments and employees in the division. For better coordination of these activities and offerings, the office of professional development should undertake this task along with the current administering of professional development to teachers and administrators.

An array of courses or workshop offerings to classified staff might include:

- Time Management
- Telephone Skills
- Customer Service Skills
- Interviewing Techniques
- Team Building Skills
- Workplace Violence
- Child Abuse Prevention
- Conflict Resolution
- Working with Difficult People
- Leadership Training

FISCAL IMPACT

Fiscal impact cannot be determined at this time, as the cost of what courses or workshops might be offered is not known. If courses cannot be taught by RCPS staff, then a cost to the division would result.

FINDING

During MGT's previous RCPS review, there was not an office of professional development. The associate superintendent for instruction oversaw professional development with opportunities provided through instructional coordinators.

A recommendation was made by MGT in its November 2005 report that an office of staff development be established. Professional development underwent several changes in directors since that time, but an office of professional development is now operational with a director overseeing and coordinating activities. The office resides under the directorship of the Area II Director of Schools.

A *Professional Development Plan* has been developed and focuses on five areas:

- Eight step instructional process – disaggregating test data, developing instructional timelines, delivering instructional focus, administering frequent assessment, using tutorials to re-teach, providing enrichment opportunities for mastery students, reinforcing learning through maintenance, and monitoring progress.
- Classroom management.
- Framework for understanding poverty.
- Mentor program for beginning and new teachers.
- Diversity training.

The plan includes strategic goals and expected outcomes for each of the five areas. Documents provided to the consultants included professional development offerings for the school year, a calendar of events, information on new teacher orientation and academy, school based professional development, and other documents.

Participation in the New Teacher Academy, designed to inform and support new teachers, is required of all new teachers to RCPS. New teachers must sign up for one of three group sessions held over the school year with six sessions held under each group. The sessions are held from 5:00 P.M. to 7:00 P.M. on Wednesday evenings. Topics at the sessions include evaluation portfolios, curriculum breakout sessions, class safety, behavior management, diversity orientation, special education and instructional technology.

A loosely designed mentorship program is also provided to new teachers with a mentor provided for the teacher at each school. The office of professional development is looking at three teacher mentorship programs hoping to implement something similar at RCPS in the near future.

COMMENDATION 3-D:

Roanoke City Public Schools is commended for establishing an office of professional development and developing a comprehensive plan in response to needs identified on the basis of student performance, instructional needs, and district data.

RECOMMENDATION 3-10:

Move the office of professional development under human resources and as part of that office include staff development for classified staff.

RCPS should move the current office and director of professional development to human resources to coordinate all staff development activities in the division. The director should oversee staff development to classified employees, administrative staff, and teachers.

Human resources is the logical place for moving this office, as the function of the department is to provide services to employees. Moving the program out of instruction and into human resources makes the office a full-fledged staff development office. Included among the responsibilities of this office should be the preparation of a yearly calendar of professional development activities, conducting a needs assessment of certified and classified staff, tracking of professional development hours of certified staff, and oversight of the new teacher orientation and the mentorship program.

FISCAL IMPACT

This recommendation does not fiscally impact RCPS as the office with its current staff can remain where it is currently located. However, the office would now be under the directorship of the HR department.

4.0 FINANICAL MANAGEMENT/ PURCHASING

4.0 FINANCIAL MANAGEMENT/PURCHASING

This chapter presents our findings and recommendations for the Financial Management/Purchasing of Roanoke City Public Schools (RCPS). The major sections of the chapter include:

- 4.1 Reported Status of 2005 Review Recommendations
- 4.2 Introduction and Management
- 4.3 Budgeting
- 4.4 Payroll
- 4.5 Risk Management
- 4.6 Purchasing
- 4.7 Grants

CHAPTER SUMMARY

The financial functions in RCPS are primarily performed by the staff of the fiscal services department. Fiscal services is managed by the executive director of fiscal services who has served in that capacity for many years, but is currently on medical leave and has plans to retire in June 2007. The executive director of fiscal services has managed the financial functions of the division in such a manner and produced budget and annual financial reports that have enabled the division to receive numerous awards. The division's comprehensive annual report for the fiscal year ending on June 30, 2006 was awarded the Certificate of Achievement for Excellence in Financial Reporting from the Government Finance Officers Association and the Certificate of Excellence in Financial Reporting from the Association of School Business Officials International for the 12th consecutive time. In addition, the division also received the Association of School Business Official's meritorious budget award for its annual budget document dated May 15, 2006, and was the fourth consecutive year for receiving the award.

RCPS faces the common challenge of meeting education demands with limited resources. Local funding to the division has been provided through a funding formula that has not changed for more than 20 years. The division also faces the challenge of continuing its history of providing high quality financial and budgeting processes without the services of a long time financial leader and without key functions being documented. Many of the recommendations contained in the 2005 review have been completed and operations have improved due their implementation.

Key commendations in this chapter include:

- RCPS is commended for participating with the City of Roanoke to address the funding formula used to allocate local revenues to the division.
- RCPS is commended for establishing a mandatory direct deposit program for all new division employees.
- RCPS is commended for increasing efforts to participate in purchasing cooperatives.

- RCPS is commended for developing a grants information management system that has improved grant management responsibilities.

Key recommendations in this chapter include:

- Provide centralized coordination of textbooks, develop textbook management procedures, and develop a multi-year plan for textbook purchases.
- Identify all costs incurred for the food service department and charge the food service fund for utilities and other allowable operating costs.
- Ensure that the request for proposals for the new payroll system provides for electronic interfacing with human resources, position control, and an employee time component.
- Consider contracting with the City of Roanoke for centralized risk management assistance.
- Develop a process to analyze accidents and conduct safety training directed at reducing reoccurring accidents.
- Require that all grant applications be approved by the grants coordinator in the research and evaluation department.

4.1 *Reported Status of 2005 Review Recommendations*

Recommendations in a prior 2005-06 review conducted by MGT of America, Inc. essentially focused on assisting the new superintendent and his executive team in responding to the need to fully accredit all schools and ensure the success of all students. Please note that in MGT's previous report, the Financial Management chapter was Chapter 7 and Purchasing was Chapter 8.

Among these recommendations were the following key suggestions and their status as reported to MGT by the division in January 2007:

- 7-1: Create, adopt, and implement a formal, complete financial policies and procedures manual that can be used to train new employees, cross-train current employees, and provide guidelines and checklists to help ensure all work is performed as required. (In Progress)
- 7.2: Hire the equivalent of one FTE by adding a position and hiring an entry-level accounting, budgeting, or grants management person or making one or both part-time positions full-time. (Unfunded) (Not Implemented)

- 7.3: Install a key pad access locking device and a door bell to the entry leading to the Fiscal Services Department office to control access. (Not Implemented)
- 7.4: Budget funds for and allow (if not require) accounting, payroll, budget, and other staff in the Fiscal Services department to attend professional development classes or other training (such as Web-based or self-paced) programs. (Not Implemented)
- 7.5: Budget funds for and conduct a compensation and classification study of Fiscal Services Department staff. (Not Implemented)
- 7.6: Complete the installation of the new accounting system as soon as possible. (Completed)
- 7.7: Adopt some simple and practical steps recommended by PricewaterhouseCoopers for the evaluation of spreadsheet controls. (Not Implemented)
- 7.8: Improve the communication of budget information with school principals and enhance training opportunities for site-based budget managers. (In Progress)
- 7.9: Replace the current payroll system to include a Payroll Control System. (Not Implemented)
- 7.10: Distribute reports on the status of each grant on a timely basis and establish a mechanism to remind grant administrators of closing dates of grants at least three months prior to the close of the grant. (Completed)
- 7.11: Reorganize the grants section to enhance the responsibility and authority of the Grants Management team by making it a department-level unit reporting directly to the Associate Superintendent for Management (Reports to Accountability and Planning) (Not Implemented)
- 7.12: Move internal auditing functions in-house by hiring an internal auditor for RCPS. (Not Implemented)
- 7.13: Issue a request for proposals (RFP) to conduct the annual activity fund audit. (Not Implemented)
- 7.14: Continue to encourage local and regional auditing firms to respond to RFPs for auditing services. (Completed)
- 7.15: Continue to monitor the effectiveness of the decentralized risk management operation in RCPS and consider centralizing oversight. (In Progress)

- 7.16: Purchase a software package to track workers' compensation activity. (In Progress)
- 7.17: Address the Municipal Auditor's concerns and implement his recommendation before the end of current school year. (Completed)
- 7.18: Include sessions on Student Activity Funds management and budgeting in division workshops. (In Progress)
- 7.19: Ensure the budget for materials matched to needs associated with texts for each school and discontinue the copying of workbooks. (Unfunded) (Not Implemented)
- 7.20: Revise or eliminate the Early Retirement Opportunity Program. (Completed)
- 8.1: Automate the purchase requisition/order process. (Completed)
- 8.2: Establish communication protocols and feedback between the Purchasing Department and the requestors to resolve issues relating to problem purchase requisition/orders and bids. (Completed)
- 8.3: Establish internal controls to ensure that the purchase order process is conducted correctly and to identify and correct schools that inappropriately turn in Purchase Requisition/Order Forms to making a purchase. (Completed)
- 8.4: Revise the Procurement Manual to reflect current policies and procedures and make them available on-line. (Completed)
- 8.5: Increase the number of Purchasing Cards used in RCPS. (In Progress)
- 8.6: Conduct an analysis during the 2006-07 school year to determine if the RCPS and City of Roanoke Purchasing Departments should be combined. (In Progress)
- 8.7: Develop meaningful performance measures in the Purchasing Department. (In Progress)
- 8.8: Streamline the bid process by eliminating unnecessary steps involving the processing of purchase orders. (Not Implemented)
- 8.9: Update the bid fax service technology and provide Web site information on all bid opportunities; continue to include forms with bid specifications which can be downloaded (i.e., PDF format). (Completed)
- 8.10: Purge and revise the vendor database by deleting firms no longer in business, eliminating those firms who are no longer interested in doing business with Roanoke City Public Schools, and

making any other corrections or adjustments that are needed. (Completed)

- 8.11: Contact all Purchasing vendors on an annual basis and request that they provide written confirmation to remain on the list of potential bidding vendors. (Completed)
- 8.12: Develop e-mail mailing lists from the vendor database for current bid opportunities. (Completed)
- 8.13: Issue a Request for Information (RFI) for printing services to determine whether it is cost effective to operate the Print Shop. (Completed)
- 8.14: Automate the work order process. (Completed)
- 8.15: RCPS should obtain and implement an automated textbook management system.(Unfunded) (Not Implemented)
- 8.16: Consolidate the three inventory databases into the Fixed Asset Management Program (FAMP) system. (In Progress)
- 8.17: Fully implement the inventory control assessment management system that includes bar coding. (Completed)
- 8.18: Eliminate the requirement to engrave items costing \$100 or more and eliminate the Engraving Clerk position. (Completed)
- 8.19: Establish an on-line auction site, similar to eBay, to liquidate surplus property. (Completed)
- 8.20: Review delivery routes on a regular basis to ensure that the most efficient routes are being taken. (Completed)

4.2 Introduction and Management

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

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

RCPS selected five other divisions as their peer divisions for comparison purposes for this efficiency review. The divisions have many similarities to RCPS but are different in average daily membership, local composite index, percentage of children receiving free and reduced lunches and the amount of capital expenditures. **Exhibit 4-1** compares RCPS disbursements for 2004-05 to the average for the five peer divisions. Although the amounts in **Exhibit 4-1** present comparative financial data, the amounts in many instances are not true comparisons because of how certain disbursement are included. RCPS's capital expenditure disbursements for replacing its two high schools are included as disbursements for facilities and cause the total disbursements per pupil and disbursements for facilities to be much higher than the peer divisions. Similarly, the Other Educational Programs disbursements appear to be much higher than the peer divisions, as RCPS includes such programs as pre-K and inmate education in this category. As the exhibit shows, RCPS:

- Total disbursements per pupil of \$11,805.91 is 28.11 percent more than the peer average of \$9,215.18.
- Disbursements for administration of \$203.43 is 41.11 percent less than the peer average of \$345.45.
- Disbursements for facilities of \$1,490.80 is 536.20 percent more than the peer average of \$234.33.
- Disbursements for instruction of \$7,160.04 is 14.99 percent more than the peer average of \$6,226.63.
- Disbursements for transportation of \$438.82 is 6.66 percent more than the peer average of \$411.41.
- Disbursements for debt service and transfers of \$587.93 is 104.18 percent more than the peer average of \$287.95.

**EXHIBIT 4-1
DISBURSEMENTS PER PUPIL BY CATEGORY
RCPS AND PEER DIVISIONS
2004-05 SCHOOL YEAR**

PROGRAM	RCPS	PEER DIVISION AVERAGES	RCPS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE	
			AMOUNT	PERCENT
Administration	\$203.43	\$345.45	(\$142.02)	(41.11%)
Attendance and Health Services	\$133.90	\$172.17	(\$38.27)	(22.23%)
Pupil Transportation Services	\$438.82	\$411.41	\$27.41	6.66%
Operation and Maintenance Services	\$912.50	\$902.31	\$10.19	1.13%
Facilities	\$1,490.80	\$234.33	\$1,256.47	536.20%
Instruction	\$7,160.04	\$6,226.63	\$933.41	14.99%
Summer School	\$76.18	\$36.14	\$40.04	110.79%
School Food Services	\$385.62	\$367.50	\$18.12	4.93%
Adult Education	\$44.46	\$39.72	\$4.74	11.93%
Other Educational Programs	\$372.23	\$191.57	\$180.66	94.30%
Debt Service and Transfers	\$587.93	\$287.95	\$299.98	104.18%
TOTAL DISBURSEMENTS	\$11,805.91	\$9,215.18	\$2,590.73	28.11%

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2006.

Exhibit 4-2 presents a comparison of receipts by funding source for RCPS and the peer divisions. As shown in the exhibit, RCPS funds 33.44 percent of costs for the division from local revenue, while the peer average is 30.82 percent. RCPS receives 32.06 percent of its funds from the state as compared to the peer average of 43.12 percent. Loans, bonds, etc. for RCPS accounts for 16.12 percent of its revenues while the peer average is 3.78 percent.

**EXHIBIT 4-2
COMPARISON OF RECEIPTS BY FUND SOURCE
RCPS AND PEER DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Roanoke City	6.73%	32.06%	9.07%	33.44%	2.58%	16.12%
Hopewell City	8.45%	45.76%	13.63%	29.85%	2.23%	0.08%
Lynchburg City	11.25%	38.01%	11.01%	35.80%	2.09%	1.85%
Hampton City	10.87%	48.05%	10.28%	28.32%	2.47%	0.02%
Newport News City	10.22%	43.27%	10.17%	31.87%	2.24%	2.23%
Portsmouth City	8.65%	50.89%	11.20%	26.48%	2.67%	0.12%
PEER DIVISION AVERAGE	9.51%	43.12%	10.37%	30.82%	2.40%	3.78%

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

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

Exhibit 4-3 presents the RCPS and peer division local composite indexes for the 2004-06 and 2006-08 periods. Lynchburg had the highest composite index in 2004-06 while Roanoke had the highest in 2006-08. 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. All of these localities are relatively poor, with Portsmouth being the poorest among the peers.

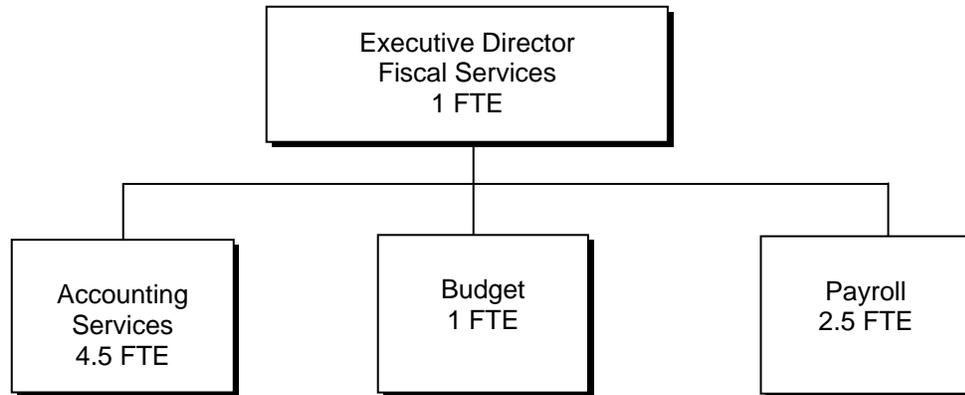
**EXHIBIT 4-3
COMPARISON OF LOCAL COMPOSITE INDEXES
RCPS AND PEER DIVISIONS
2004-06 AND 2006-08**

SCHOOL DIVISION	2004-06	2006-08
Roanoke City	.3765	.3723
Hopewell City	.2343	.2515
Lynchburg City	.3830	.3500
Hampton City	.2521	.2410
Newport News City	.2598	.2577
Portsmouth City	.2100	.2185
PEER DIVISION AVERAGE	.2678	.2637

Source: Virginia Department of Education Web site, 2006.

RCPS fiscal services department is headed by an executive director with more than 25 years of service to the division. The executive director will retire on June 30, 2007. RCPS was successful in hiring an experienced replacement that began work on April 16, 2007. As a succession plan, the new executive director will work along side the current executive director for about two and one-half months. The executive director of fiscal services reports to the associate superintendent for management and is one of several departments under his purview. Fiscal services is composed of three main sections that include accounting services, budget, and payroll. **Exhibit 4-4** shows the organizational structure of the fiscal services department.

**EXHIBIT 4-4
RCPS FISCAL SERVICES DEPARTMENT
2006-07**



Source: RCPS, Associate Superintendent for Management.

The fiscal services department has a staff of nine that includes seven full-time and two part-time positions. A grants accountant was recently moved to a grant management unit that reports to the executive director for accountability and planning. The department is responsible for payroll, accounts payable, general ledger, financial reporting, and budgeting.

The City of Roanoke provides a number of financial and risk management functions for the division that includes internal auditing, handling of banking activities (cash management), disbursements, and coordinating external audit activities. Also, financial management has a site-base component where each school within the division has a budget for “student activity funds” that include allocated funds plus locally raised funds. The responsibilities for these funds mainly lie with the principal and bookkeeper of each school.

Although the division does not have a centralized risk management function, the fiscal services department does perform risk management activities related to medical and other insurance, and workers’ compensation programs. Other risk management functions, such as safety training, are found in several departments throughout the division.

FINDING

The Government Accounting Standards Board (GASB) has issued three new financial reporting statements that will impact the division’s financial reporting responsibilities and the division has not implemented plans on how to complete the new requirements.

The new reporting requirements include:

- GASB statement No. 45 entitled Accounting and Financial Reporting by Employers for Postemployment Benefits other than Pensions will be effective for the division for the fiscal year ending June 30, 2008.

- GASB Statement No. 47 titled Accounting for Termination Benefits will be effective for the fiscal year ending June 30, 2008.
- GASB Statement No. 48 titled Sales and Pledges of Receivables and Future Revenues and Intra-Entity Transfers of Assets and Future Revenues will be effective for the fiscal year ending June 30, 2008.

With respect to GASB Statement No. 45, RCPS began a planned three year phase out of post-employment health insurance benefits. Retirees participating in the RCPS health insurance plan were then tracked as a separate group. As a result, the unblended rate for retirees was much greater than initially anticipated, and RCPS plans to secure an actuarial study and will map out a new plan of action for GASB No. 45.

Impacts of these new statements for divisions will be different depending on the division's internal programs and the approach on how to compile the data necessary to meet the reporting requirements will also be different.

RECOMMENDATION 4-1:

Develop plans for the impacts of new General Accounting Standards Board statements and how to meet the reporting requirement.

By developing plans for the reporting requirements prior to when the reporting has to be performed, the division will be in a position to meet the requirements in an orderly manner. Planning will also enable the division to develop processes to compile the needed data and provide timely information to the Board on the impacts of the reporting requirements prior to them having to be shown in the formal annual financial report.

FISCAL IMPACT

It is estimated that it will take the executive director of fiscal services approximately ten to fifteen hours to implement this recommendation.

FINDING

RCPS does not have centralized management of textbooks or polices for the management of textbooks. Each school principal and their staff manage textbooks for their individual schools. The division selects textbooks per Board Policy IIAA that states "The Roanoke City School Board will adopt textbooks for use in the local division based upon recommendations presented by the superintendent. The evaluation of textbooks shall be conducted by a committee appointed by the Board to be representative of the central office supervisory staff, building administrators, and classroom teachers of the subject fields in which the adoptions are to be made."

The division has an individual on the warehouse staff with the title of textbook manager. The textbook manager has been with the division for over 30 years and has been involved with a number of processes for the management of textbooks. In previous years, the textbook manager provided a comprehensive management of division textbooks whereby all textbooks were on a divisionwide system and accounted for at a

central location. A complete inventory was taken each year and needed textbooks were ordered and distributed to schools needing additional books. A limited supply of excess books was maintained so that changes in enrollment could be addressed in a timely manner.

The textbook manager currently coordinates an annual process to order textbooks. The textbook manager maintains a database of textbooks approved by the State Department of Education. A CD is prepared by the textbook manager and sent to each principal that lists approved textbooks. Each principal and their staff are responsible for inventorying textbooks, projecting the needs for all textbooks for the next school year and using the CD provided to indicate the number of each textbook that is needed for the subsequent year. The textbook manager then consolidates the needs of the schools for each textbook needed and prepares a consolidated order for the division. Textbooks are received at the warehouse where the number needed for each school is coordinated and warehouse staff delivers them to the schools.

In January 2007, the division completed a comprehensive assessment of textbook needs. A multi-year plan that identified a total cost of \$2.4 million needed to catch the division up with current VDOE adoptions. The plan was presented to the Board for consideration but funding was not allocated in the 2007-08 budget. An alternate approach was approved whereby Central Administration will direct use of \$500,000 of school allocations to begin the process of trying to catch up with VDOE adoptions.

All schools do not provide individual textbooks to students. Some schools only have classroom copies which students use only when they are in the classroom and do not have copies to take home. Information also indicated that for the division to acquire the number of textbooks to replace outdated textbooks would cost the division an estimated \$2.4 million.

Without central coordination and an effective textbook management system or a textbook procedures manual, the division cannot ensure that textbooks are efficiently managed and properly safeguarded from loss. Principals and school secretaries have to rely on word-of-mouth to learn how to handle and coordinate their textbook responsibilities. Each school has to contact other schools when needing textbooks as enrollment changes during the year. Comprehensive textbook procedures usually include the following:

- Board policies related to textbooks.
- Role of the textbook manager.
- Textbook selection committee guidelines and procedures.
- Textbook number and stamping procedures.
- Textbook requisition procedures.
- Textbook shipment verification requirements.
- Shipping error procedures.

- Guidelines for bookrooms, including environment, security, and how to stack textbooks.
- Information on book covers.
- Transferring textbooks from one school to another.
- Distribution of textbooks in the schools.
- Responsibilities for textbooks.
- Lost or damaged textbook procedures.
- Year-end physical inventory procedures.
- Out-of-adoption textbook procedures.

Without centralized management of its textbooks, the division is without readily available information on the number of textbooks that are in service, that are out-of-date, the cost to replace outdated books, and the ability to project future needs for the entire division.

RECOMMENDATION 4-2:

Provide centralized coordination of textbooks, develop textbook management procedures, and develop a multi-year plan for textbook purchases.

Providing centralized coordination of textbooks will enable the division to have consolidated information and the ability to better manage its textbooks. Centralizing the process will also enable the division to better manage its supply of textbooks and help ensure that one school does not purchase textbooks when another school has an excess supply of the same textbook. The development of a multi-year plan for textbook purchases will enable the division to better budget its limited resources for textbooks.

FISCAL IMPACT

It is estimated that it will take the textbook coordinator between four and five weeks to implement this recommendation.

FINDING

RCPS does not have a formal policy to track the status of recommendations included in audits and other reports to ensure appropriate recommendations are implemented. Various types of audits can occur at Virginia school divisions. Audits of the division's financial statements and required supplementary information must be performed by qualified certified public accountants each year. External auditors issue a management letter each year with issues noted during the annual audit. Internal audits identify opportunities for improvement throughout the year. The Virginia Department of Education periodically reviews school divisions. All types of audits, reviews, and consulting engagements include recommendations for school division action.

Without a system to track and report on the status of recommendations, RCPS runs the risk of failing to take needed action. Board members and division administrators need periodic information on the current status of previous recommendations in order to hold division personnel accountable for implementing those recommendations. In two previous audit reports performed by the municipal auditor, the same recommendation was repeated without management implementation.

Critical components of a system to track report recommendations include assigning responsibility for initial identification of recommendations, frequency and format for reporting to administrators and the Board, management responsibilities for implementing recommendations and assigning responsibility for periodically reporting the status of recommendations. Although responsibility for implementing recommendations rests with division management, normally the internal audit department is the most appropriate organizational unit to collect information on recommendation status and prepare periodic reports.

RECOMMENDATION 4-3:

Adopt a formal policy for tracking and periodically reporting on the status of report recommendations made to RCPS.

By adopting a policy for tracking and periodically reporting the status of report recommendations the division will help ensure that corrective actions are addressed timely. Reports to the Board will enable them to monitor the completion of action steps needed to improve processes.

FISCAL IMPACT

It is estimated that it will take the executive director of fiscal services approximately eight to ten hours to implement this recommendation.

4.3 Budgeting

A school division's budget 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. The budget should reflect the overall goals and objectives of the division's long-range strategic plan.

The division's budget process is a coordinated effort between the Board, executive staff, department heads, school principals, and site-based management councils. The annual process begins in September when the superintendent issues the budget guidelines for the development process. RCPS develops and follows an established budget timeline called the budget milestone chart to ensure the division's budget is completed and adopted by the Board within the time requirements. The 2006-07 budget milestone chart is shown in **Exhibit 4-5**.

**EXHIBIT 4-5
RCPS BUDGET MILESTONE CHART
2006-07 BUDGET**

STEP	DATE	ACTIVITY
A	Sept 10	Superintendent issues budget guidance
B	Sept 10 – Oct 18	Program managers begin work on program and decision package budgets
C	Sept 10 – Oct 25	Site-based management councils receive budget instructions and formulate school-base budget input
D	Sept 17 – Sept 24	Budget workshops for program managers
E	Oct 18	Program managers' program budgets and devising packages submitted to executive director for fiscal services for preliminary review
F	Oct 25	Sit-based budgets completed by schools
G	Nov 8	Sit-base budgets consolidated and furnished to program managers
H	Oct 25 – Nov 15	Program managers present decision package to superintendent
I	Nov 19	Superintendent determines program budget levels an decision packages to be included in the preliminary budget
J	Nov 26 – Dec 10	Preliminary budget package finalized
K	Jan 10	Preliminary budget presented to School Board for study
M	Jan 24	School Board conducts budget study and sets initial budget priorities
N	Feb 3	City revenue estimate finalized by city manager
O	Feb 14	School Board holds public hearing on budget
P	Feb 14	Superintendent's updated budget based on city/state revenue estimates presented to School Board
Q	Feb 28	School Board finalizes budget and priorities
R	Feb 28	Final state revenue estimates received based on general assembly actions
S	Mar 7	Final budget revised based on state revenue and adopted by School Board
T	Mar 14	Adopted budget submitted to city manager
U	May 9	School Board adopts final FY2006-07 budget

Source: RCPS, 2006-07 Budget Document.

The division's 2006-07 budget is presented in a well organized bound document containing four sections. Each section follows a format that is easily readable and contains narrative, schedules, and graphs to help the reader understand the budget. The four sections are:

- Introductory Section – provides an overview of the RCPS and contains the executive summary which is a comprehensive summary of the entire budget.
- Organizational Section – includes the division's mission statement, goals, budget development and processes, and organizational chart.

- Financial Section – includes schedules that show data for each of the four major funds: general fund, food service fund, grant fund, and capital fund.
- Informational Section – includes additional information that further enhances the reader’s understanding of the school division and the Roanoke City community. It consists of budget and enrollment forecasts, decision packages, performance measurements, affects of state and local legislation, and definitions of budget terminology.

The budget document not only presents amounts for 2006-07, but also historical data for revenues and expenditures for comparative purposes for 2002-03 through 2005-06. **Exhibit 4-6** shows a summary of general fund revenues and expenditures between 2002-03 and 2006-07.

**EXHIBIT 4-6
RCPS REVENUES AND EXPENDITURES
2002-03 THROUGH 2006-07**

TYPE	ACTUAL 2002-03	ACTUAL 2003-04	ACTUAL 2004-05	BUDGETED 2005-06	BUDGETED 2006-07	PERCENT INCREASE (DECREASE) BETWEEN 2002-03 AND 2006-07
Revenues						
State	\$43,336,782	\$43,613,971	\$50,933,220	\$53,072,458	\$58,229,837	34.4%
State Sales Tax	\$8,739,719	\$9,516,793	\$11,191,232	\$12,050,078	\$13,447,973	53.9%
Federal Revenue	\$117,949	\$135,834	\$132,359	\$125,000	\$142,500	20.8%
Other Revenue	\$2,466,261	\$2,992,875	\$2,453,408	\$2,720,100	\$2,643,000	7.2%
Total Non-City	\$54,660,711	\$56,256,473	\$6,471,219	\$67,967,636	\$74,463,310	36.2%
City Funds	\$47,478,060	\$49,547,632	\$51,889,926	\$54,352,299	\$64,727,817	36.3%
Total Operating Revenue	\$102,138,771	\$105,807,105	\$116,600,145	\$122,319,935	\$139,191,127	36.3%
Expenditures						
Instruction	\$75,988,520	\$78,887,410	\$88,259,813	\$90,958,935	\$102,003,936	34.2%
Support Services	\$4,044,229	\$4,307,726	\$5,397,807	\$5,335,547	\$6,862,597	69.7%
Transportation	\$4,024,033	\$4,499,385	\$5,445,412	\$5,119,916	\$6,572,057	63.3%
Operations and Maintenance	\$10,417,202	\$10,796,601	\$11,971,000	\$12,577,074	\$14,623,592	40.4%
Facilities	\$1,981,564	\$3,632,684	\$2,115,286	\$1,083,215	\$1,044,783	(47.3%)
Debt Service	\$4,515,312	\$5,384,670	\$4,559,474	\$7,245,248	\$8,002,478	77.2%
Total General Fund	\$100,970,859	\$107,508,476	\$117,748,792	\$122,319,935	\$139,109,443	37.8%

Source: RCPS 2006-07 adopted budget.

RCPS’ budget has received the Association of School Business Officials International Meritorious Budget Award for five consecutive years, with the last being received for the 2005-06 adopted budget. The 2006-07 budget has been submitted and is expected to again receive the award.

FINDING

RCPS and the City of Roanoke created a joint funding committee to carefully review the current funding formula used to provide financial resources to the division. The current funding formula which basically represents 36.42 percent of county revenues has been in existence from the late 1980s and has not changed since that time. Certain city revenues such as specific taxes for the express purpose to increase economic development are exempt for total city revenues for the 36.42 percent calculation.

A number of purposes were identified as the reasons the funding committee was created. These were stated as: to create the best city/school relationship in the nation, ensure effective use of all available resources, promote community development to grow resources, communicate for full community understanding, create community ownership through involvement, create a system that is successful for the long term, and create methodology for sharing resources.

Roanoke is not alone in its approach of funding the school division based on a funding formula applied to city revenues. A report published by the Virginia Education Association in July 2005 indicated that 18 other Virginia localities use a school funding formula to determine the amount of revenue that the School Board receives from the local government. The report also states that Roanoke City's funding formula agreement was established in 1982 and was the first established in Virginia.

The report identifies certain issues that possibly should be addressed when creating or revising funding agreements. These are:

- Changes in school-age population relative to changes in the overall locality population.
- Changes in student enrollment and changes in the number of special needs students – special education, at-risk, gifted, etc.
- Assuming that needs will increase commensurate with revenues or vice-versa ignores the demographics that drive needs and related costs.
- There is the possibility of lag time between the conversion of economic growth into tax revenues and the growth in expenditures related to that economic growth.
- Disproportionate changes in funding of debt service and capital projects from year to year raise the question of whether these funds should be included in a revenue sharing plan.
- Revenue sharing plans should take into account reductions in federal revenues and state revenues for education as well as changes in federal/state mandates for education programs and services.
- Changes in the local composite index under the state education funding formula could reduce state funding without an equal

increase in local funding based on revenue sharing. A revenue sharing plan must provide for making up funding reductions and/or eliminations of other funding resources.

- Under a revenue sharing plan, will locality general fund balances be available to both the governing body budget and the School Board budget in future years.
- The revenue sharing plan should be developed cooperatively by School Board representative and governing body representative.

The joint funding committee has a goal of implementing a possible revised funding formula in 2008-09.

COMMENDATION 4-A:

The Roanoke City Public Schools is commended for participating with the City of Roanoke to address the funding formula used to allocate local revenues to the division.

FINDING

RCPS does not charge all allowable costs to the food services fund, thus decreasing the funds available in the division's general fund for education purposes. For example, utility costs for the division's cafeterias and other allowable costs are paid from the general fund when they could be paid for with food service funds. Utility costs for cafeterias located within schools are not separately metered and thus, utility companies do not invoice the cost of utilities for the cafeterias separately. When invoices for utility costs for the schools are paid, the division elects to charge the entire cost to the division's general fund and the cafeteria portion is not allocated to the food service fund.

All costs related to division utilities, custodial and maintenance services are currently budgeted to and expended from the division's general fund. Costs of the division's food services program are accounted for and charged to the food service fund; however, utility, custodial, and maintenance costs are not charged to the fund. In general, food service operations are expected to be self-sufficient and to run like a business.

By not allocating operations cost such as utility, maintenance, and custodial services to the food service operating expenditures, the department overstates its profit and fund balance. Since the general fund has been used in the past to pay for these costs, general fund expenditures have been overstated and fewer funds have been available for classroom use.

Exhibit 4-7 presents the revenues, expenditures, and fund balance for the division's food service fund for the 2004-05 and 2005-06 school years. The food service fund had a balance of \$106,818 at end of the 2004-05 school year, which increased by \$44,935 during the 2005-06 year.

**EXHIBIT 4-7
RCPS FOOD SERVICE FUND
2004-05 AND 2005-06 SCHOOL YEARS**

CATEGORY	2004-05	2005-06
Fund Balance at Beginning of the Year	\$181,016	\$106,818
Revenues	\$5,148,575	\$5,325,685
Expenditures	\$5,222,773	\$5,280,750
Excess of Revenues Over Expenditures	(\$74,198)	\$44,935
Fund Balance at End of Year	\$106,818	\$151,753

Source: RCPS, Comprehensive Annual Financial Report, 2005 and 2006.

By not identifying all costs incurred for operating the division's food service department, including those for utilities, workers' compensation, building services and support costs, the division does not have accurate cost data to show the true cost of running the food service department. The RCPS general fund is subsidizing the food service department by incurring costs in the general fund that could otherwise be used for instructional programs.

Other divisions have developed a cost allocation system enabling the division to recover costs for utilities, custodial and maintenance services resulting from its food service operations. Custodial and utility costs were developed on a per-square-foot ratio, and costs were transferred from the general operating budget to the food service budget.

RECOMMENDATION 4-4:

Identify all costs incurred for the food service department and charge the food service fund for utilities and other allowable operating costs.

By identifying all costs incurred for the food service department, the division will be able to more accurately report cost data and show the true cost of running the food service department.

FISCAL IMPACT

RCPS expends approximately \$3,257,425 annually for utility costs from its general fund at an average cost per square foot of approximately \$1.25. Charging the food service fund for the estimated cost of utilities for its 29 kitchens with average square footage of 2,500 will increase annual funding available in the division's general fund by \$90,625 ($\$1.25 \text{ average cost per square footage} \times 2,500 \text{ average square footage of cafeteria space} \times 29 \text{ cafeterias} = \$90,625$).

Additional funding for the division's general fund can also be made available when allocating custodial and maintenance charges to the food services fund. Decisions will be necessary to provide additional funds in the food service fund to pay for its share of all operating costs by raising meal prices or by reducing primary operating costs for salaries and food items.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Charge the Food Service Fund for Utilities and Other Allowable Operating Costs	\$90,625	\$90,625	\$90,625	\$90,625	\$90,625

FINDING

The School Board has not adopted a policy to effectively manage and maintain its general fund balance. The division's general fund balance has decreased by more than \$3.2 million between June 30, 2003 and June 30, 2006. The City of Roanoke and RCPS have developed an arrangement that allows the school division to maintain a fund balance and add to the fund balance with unexpended funds and use the fund when needed.

A division's fund balance is a key indicator of its financial condition. The fund balance is the difference between the assets and liabilities as reflected on the balance sheet. It is the measure of the division's financial resources available for future use after payment of all obligations. Prudent financial management requires the accumulation of a general fund balance large enough to cover any cash outflows not offset by corresponding cash inflows.

Exhibit 4-8 presents the division's general fund balance from 2003-04 through 2005-06.

**EXHIBIT 4-8
RCPS FUND BALANCE FOR THE GENERAL FUND
2003-04 THROUGH 2005-06**

DESCRIPTION	2003-04	2004-05	2005-06	CHANGE BETWEEN 2003-04 AND 2005-06
Beginning Balance	\$4,343,770	\$2,438,297	\$1,712,590	(\$2,631,180)
Revenues	\$105,807,105	\$117,386,498	\$122,132,721	\$16,325,616
Expenditures	(\$105,659,484)	(\$115,707,277)	(\$121,465,675)	(\$15,806,191)
Transfers Out to Other Funds	(\$2,053,094)	(\$2,404,928)	(\$1,245,652)	\$807,442
Ending Balance	\$2,438,297	\$1,712,590	\$1,133,984	(\$1,304,313)

Source: RCPS Comprehensive Annual Financial Reports 2003-04, 2004-05 and 2005-06.

Many school divisions establish a goal attaining a specific appropriated fund balance and guidelines that instruct the superintendent and director of finance how to implement the policy. Some policies include items such as:

- Develop and submit for Board approval a balanced budget with input from site-based decision making (SBDM) committees and instructional programs.

- Develop staffing patterns and funding formulas based on a per pupil basis.
- Restrict any surplus funds towards the fund balance.

The process that many school divisions follow when establishing a fund balance policy includes the following:

- The Board establishes a fund balance policy that contains a target general fund balance that will best meet the long-range division strategic plan.
- Difficult decisions are made to prioritize the division's goals and the Board directs the superintendent to develop a three-year plan with detailed strategies to meet the fund balance target while achieving division goals.
- The plan normally includes a five year forecast of the division's anticipated enrollment projections, revenue projections, and expenditure projections.
- The forecast uses the most current comprehensive annual report as the baseline.
- The policy also requires that every agenda item contain a fiscal impact statement showing how the item will impact the fund balance.
- Once the fund balance target has been established, the superintendent develops procedures that help the division stay on target. These administrative procedures present clear direction on how the target will be met and how it will be maintained.
- The Board then authorizes the superintendent to reduce budgeted expenditures to the necessary level and establish annual procedures to ensure that the fund balance target is maintained.

RECOMMENDATION 4-5:

Establish a general fund balance policy, develop a plan to achieve and maintain a target fund balance, and require reports to the Board.

Developing and implementing a general fund balance policy will enable the division to better manage its general fund resources. Reports to the Board will keep the Board informed and enable them to make more informed decisions when the division's general fund is involved.

FISCAL IMPACT

It is estimated that it will take between ten and twelve hours to develop a fund balance policy for the division.

4.4 Payroll

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

Accurate payroll data is vital to the division's budgeting process as payroll is generally the largest single expenditure category. If the division does not have access to accurate historical payroll data, it becomes difficult to project future payroll expenditures with any degree of certainty.

FINDING

The division operates a mandatory direct deposit program for employee payrolls. The mandatory process was implemented in 1987 and all new employees from that time forward have been required to have their payroll checks direct deposited. According to the payroll coordinator, more than 90 percent of all payroll checks are direct deposited. Hard copy checks are provided to new employees the first month they are on the division payroll while their accounts are being established and a few that were employed in 1987 when the system was initiated are still allowed to receive hard copy checks.

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

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

COMMENDATION 4-B:

Roanoke City Public Schools is commended for establishing a mandatory direct deposit program for all new division employees.

FINDING

RCPS payroll system does not interface with the human resources system. Staff of the human resources department enter employee information into the human resource system when employees are hired and the information is updated when changes to employee information is necessary. Certain information maintained in the human resources system is also needed by payroll staff in order to process payments to employees. Employee information contained in the human resources system and needed by the payroll staff cannot be electronically transmitted to the payroll system. The information needed for processing payrolls must be reentered by payroll staff into the payroll system.

Payrolls are processed monthly for approximately 2,300 employees and 450 employees are paid bi-weekly. Bi-weekly payrolls are processed for employees in food services, security, and building maintenance. Human resources prepare a weekly listing of changes to employee payroll information which are used by payroll staff to make updates to the payroll system. These weekly listings are also provided to the Board for their information and review.

Entering the same information more than once into the division's financial management system is inefficient. Each time the same information is entered also increases the potential for errors that must be found and corrected. The division and the city plan to upgrade its financial management system that includes both a human resources component, a payroll component and possibly an automated employee time system.

The division uses the same payroll system used by the city. The division and city began using the payroll system in 1981. The system has a human resources component that the division elected not to use; however, the city's human resources department uses the component. The division and the city have begun planning for a new payroll system and hope to have completed in 2010.

Divisions that have efficient payroll processes ensure that their automated systems are integrated with automated time and human resource systems. The most opportune time to make sure systems are integrated in the most efficient manner is during the request for proposal process that identifies all the requirements of each system.

RECOMMENDATION 4-6:

Ensure that the request for proposals for the new payroll system provides for electronic interfacing with human resources, position control, and an employee time component.

Including requirements in the request for proposals for interfacing capabilities will ensure that the new system meets the division's needs in the most effective manner. Ensuring that interfacing between payroll, human resources, and employee time is included will reduce the administrative work associated with duplicate entries and errors caused by multiple entering of the same data.

FISCAL IMPACT

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

FINDING

The payroll office does not have formal procedures for completing the very important functions associated with processing payroll for division employees and completing reporting requirements to governmental agencies.

The payroll accounting specialist and her two assistants have informally documented some of their processes, but in different ways. The payroll accounting specialist has most of her processes in informal documents kept on her computer. The two assistants

keep hard copy instructions in file folders next to their desk. The assistants' files also include examples of the documents and reports used in completing their responsibilities.

Written procedures serve various functions. They provide employees with written communication of an organization's expectations and practices; give direction in the correct way to process and record transactions; serve as reference material; and act as a training tool for new employees. Written procedures also provide consistency and uniformity in handling financial transactions. Without clear, written, and up-to-date procedures, RCPS internal control structure is weaker because practices, controls, guidelines, and processes may not be applied consistently, correctly, and uniformly throughout the division.

Without written procedures, delays can occur in performing important activities like payroll when key staff are unable to come to work for an extended period of time. Also, written procedures help ensure that proper controls are documented and communicated to staff to safeguard division assets, reduce training time for new employees, improve productivity, satisfy regulatory requirements, speed up decision-making, improve communication, eliminate confusion, develop management consensus, communicate management expectations, and define employee tasks and responsibilities.

RECOMMENDATION 4-7:

Document payroll processes in a consistent manner and consolidate in a payroll processing manual.

Documenting the division's payroll processes will help ensure that the payroll process can be completed when payroll staff are out for an extended period of time. Having procedures written and approved will help ensure that the processes are completed in a manner that has received management's approval.

FISCAL IMPACT

It is estimated that it will take between two to three weeks to implement this recommendation.

4.5 Risk Management

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

The division self-insures its employee health program and workers' compensation program while liability and property damage are provided through insurance policies primarily through the Virginia Municipal Liability Pool. **Exhibit 4-9** presents RCPS insurance coverages as of June 30, 2006.

**EXHIBIT 4-9
RCPS INSURANCE COVERAGES
JUNE 30, 2006**

Policy	Coverage
The Virginia Municipal Liability Pool – Property and Scheduled Equipment Coverage	\$257,767,354
The Virginia Municipal Liability Pool – Local Government Liability Coverage	\$1,000,000
The Virginia Municipal Liability Pool – Automobile Coverage	\$1,000,000
The Virginia Municipal Liability Pool – No Fault Property Coverage	\$10,000
The Virginia Municipal Liability Pool – Excess Liability Coverage	\$5,000,000
The Virginia Municipal Liability Pool – Boiler and Machinery Coverage	\$1,000,000
The Virginia Municipal Liability Pool – Fidelity/Crime Coverage	\$250,000
The Virginia Municipal Liability Pool – Builders Risk Coverage	\$41,750
Old Republic Insurance Company – Aviation Liability Insurance	\$200,000
Old Republic Insurance Company – Airport Premises Insurance	\$1,000,000
Landin Incorporated – Workers' Compensation Excess Coverage	\$1,000,000

Source: RCPS, fiscal services division, 2006.

RCPS provides division employees with the opportunity to participate in both a group health insurance plan and a dental insurance plan. A portion of the cost for each plan is paid by the division.

FINDING

RCPS does not provide central oversight to its risk management functions or a committee to assist in the risk management functions. For a risk management program to be most effective, all interrelated processes should be provided with central oversight. This does not imply that one employee has to perform all the various functions. The central management of a risk management program eliminates redundant processes and ensures all efforts are coordinated and accomplished according to division policy. It is essential that the interrelated tasks of safety, insurance coverage, and management of lost data be coordinated by a central management staff member.

The executive director of fiscal services is assigned the responsibility for the administration of the school division's risk management program. However, all functions are not centralized under the executive director of fiscal services as some are performed by the city, some by RCPS department of human resources, and others by operations departments. The director of human resources is designated as being responsible for the overall administration of the division's self insured workers' compensation program. Supervisors in the department of operations perform some job related safety training.

The annual safety inspection is performed by the supervisor of maintenance and each supervisor maintains a copy of driver's licenses for each employee assigned a division owned vehicle.

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

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

RECOMMENDATION 4-8:

Consider contracting with the City of Roanoke for centralized risk management assistance.

Contracting with the City of Roanoke for assistance in coordinating and providing centralized management for risk management functions will improve the divisions overall management of the processes. The City of Roanoke has a risk manager who could provide services to the division similar to the services provided by the municipal auditor.

FISCAL IMPACT

It is estimated that this recommendation can be implemented at an annual estimated cost of \$31,500. The division reimburses the city for the services provided by the municipal auditor at an annual cost of \$63,000 which represent the cost of one full-time mid-range employee. It is estimated that to provide central coordination of the division's risk management functions will require the services of the equivalent of one-half of a city's mid-range employee similar to the audit services (\$63,000 for one full-time position x 50 percent = \$31,500).

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Consider Contracting with the City of Roanoke for Centralized Risk Management Assistance	(\$31,500)	(\$31,500)	(\$31,500)	(\$31,500)	(\$31,500)

FINDING

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

Exhibit 4-10 shows a summary of workers' compensation claims from 2002 to 2006. The total cost of claims paid increased from 2002 to 2006 by \$129,661.76 or 62 percent. Medical claims accounted for \$114,707.76 of the total increase and were 68 percent higher in 2006 than in 2002.

**EXHIBIT 4-10
RCPS WORKERS COMPENSATION CLAIMS
FISCAL YEARS 2002-2006**

TYPE	2002	2003	2004	2005	2006	Increase 2002 through 2006
Indemnity Claims	\$40,767.59	\$24,759.95	\$103,392.33	\$67,439.90	\$55,721.59	\$14,954.09
Medical Claims	\$167,720.90	\$116,788.26	\$298,739.38	\$305,603.35	\$282,428.66	\$114,707.76
TOTAL	\$208,488.49	\$141,548.21	\$402,131.71	\$373,043.25	\$338,150.25	\$129,661.76

Source: RCPS Workers' Compensation Trust Fund, Statement of Changes FY 2002-2006.

As shown in **Exhibit 4-10** the cost for indemnity and medical claims have increased by almost \$130,000 from 2002 to 2006. In most cases, safety training programs that are designed based on accident data to specifically address the issues causing reoccurring accidents reduce the number of accidents and the cost of workers' compensation claims.

RECOMMENDATION 4-9:

Develop a process to analyze accidents and conduct safety training directed at reducing reoccurring accidents.

It is estimated that the implementation of this recommendation will reduce accidents by 10 percent and also reduce the cost of workers' compensation claims by the same 10 percent.

FISCAL IMPACT

The division expends an average of approximately \$292,500 a year for workers' compensation claims and a 10 percent reduction in those costs will save the division \$29,250 a year (\$292,500 average workers compensation claims paid x 10 percent = \$29,250).

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Develop a Process to Analyze Accidents and Conduct Safety Training Directed at Reducing Reoccurring Accidents	\$29,250	\$29,250	\$29,250	\$29,250	\$29,250

FINDING

RCPS does not have a detailed Board policy for maintaining and managing a proper fixed asset inventory. RCPS does have a policy FS-DN for the disposal of fixed assets. The policy basically requires Board approval for all items valued at over \$500 and states, "The school division may dispose of equipment having no trade-in value by informal bid, auction or pre-priced sale as appropriate to the public. If items are valued in excess of \$500.00, formal authorization for negotiated sale or for putting the items to bid shall be obtained from the School Board". The division also has a procedure titled "Disposal of Surplus Items" that states that disposal of surplus items will be managed by the warehouse services department, provides general guidelines for disposing of assets and does include the requirement of the policy FS-DN that requires Board approval.

An effective fixed asset management system accounts for division property accurately and safeguards it against theft and obsolescence. The division's practice is to capitalize fixed asset items that cost \$500 or more.

Exhibit 4-11 presents the division's fixed asset activity for the year ending June 30, 2006.

**EXHIBIT 4-11
RCPS FIXED ASSET
YEAR ENDING JUNE 30, 2006**

CAPITAL ASSETS	BALANCE JULY 1, 2005	ADDITIONS	DELETIONS	BALANCE JUNE 30, 2006
Equipment:				
Instruction	\$2,880,925	\$53,340	\$33,653	\$2,900,612
Administration	\$290,757	\$58,823	-	\$349,580
Transportation	\$6,178,658	\$509,963	\$281,477	\$6,407,144
Maintenance	\$1,141,727	\$254,868	\$8,686	\$1,387,909
Total Equipment	\$10,492,067	\$876,994	\$323,816	\$11,045,245
Less:				
Accumulated Depreciation	\$6,549,719	\$589,189	\$320,379	\$6,818,529
Asset Balance:	\$3,942,348	\$287,805	\$3,437	\$4,226,716

Source: RCPS Comprehensive Annual Financial Report year ended June 30, 2006.

Although the division does not have a policy that establishes responsibility for safeguarding division assets or procedures for identifying how its assets will be tracked,

an informal procedure is published by the fiscal services division. The procedure states that the director of fiscal services is responsible for managing the inventory of capital assets with a per unit price of more than \$5,000 through a fixed asset inventory system. The procedure further states that department directors and supervisors are responsible for managing the inventory of equipment items assigned to their departments using a per unit cost of more than \$500 for specific types of equipment.

Formal policies are essential to the protective custody of school property. Appropriate systems assign responsibility for custody and proper use of assets. These policies generally include a definition of fixed assets and locally defined assets. Locally defined assets are those that cost less than \$5,000, which the division tracks for accountability. The policies also include requirements for annual inventories of fixed assets and designate responsibility for the safekeeping of fixed assets, and designed to meet the needs of individual school divisions.

RECOMMENDATION 4-10:

Adopt a Board policy and procedures that formally define the value of fixed assets that should be capitalized and assign staff responsibility for safeguarding fixed assets.

By adopting policies that identify employee roles and responsibilities, and listing the procedures for recording, tracking, disposing and reporting fixed assets will increase the division's management of its investment in fixed assets. The policies will also help increase the accuracy of the fixed asset information contained in the comprehensive annual financial report.

FISCAL IMPACT

It is estimated that it will take between two and three weeks to implement this recommendation.

FINDING

The division has not performed a physical inventory since implementing a new inventory system. At the time the new inventory system was implemented, a consulting firm, Resource Cost Inc., conducted a thorough inventory of the division's fixed assets. The consulting firm inventoried all division fixed asset items, placed a bar code on the items and assigned a value for each item. The previous inventory system was used by the consulting firm when conducting the inventory.

Since the implementation of the new system, the division's inventory clerk continues to add items to the inventory that were missed when they come to her attention, normally this happens when transfer requests are received to move items between locations and the item is not on the inventory. In addition, items are also routinely found that are on the inventory that should not be.

Since RCPS does not have a policy that requires an annual fixed asset inventory to be conducted, no one is formally assigned the task of managing an annual physical inventory of the division's fixed assets. Although a comprehensive annual physical

inventory is not conducted, periodic spot inventories are performed. To help ensure that the division's investment in fixed assets is accounted for in an inventory system and that items are being properly cared for, an annual physical inventory is essential.

RECOMMENDATION 4-11:

Conduct an annual physical inventory of the division's fixed assets.

By ensuring an annual physical inventory is conducted, the division will better manage its investment in fixed assets. Items that have been lost, stolen, or misplaced will be identified so that corrective action can be taken. Items not added when acquired will be identified and added to the inventory so that they can be properly accounted for and the accuracy of the annual comprehensive financial report will be increased.

FISCAL IMPACT

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

FINDING

The division does not have a process to ensure that all fixed assets acquired are added to the fixed asset inventory in a timely manner. Although an informal procedure titled "equipment purchase form" provides guidance to departments and schools on when to complete an inventory form when purchasing items costing more than \$500, there is little assurance that forms are always completed when items are purchased.

When departments or schools prepare purchase orders for fixed asset items an equipment purchase form is to be completed that identifies the items being purchased. A copy of the equipment purchase form is to be sent to the warehouse to inform the warehouse staff that items will be delivered to the warehouse that need to be added to the inventory. Once the items are received at the warehouse the items are bar coded, information is entered into the fixed assets system and the items delivered to the department or school that ordered the item. The procedure also provides guidance as to when donated items are to be added to the inventory and how to record the transfer of items between locations.

Formal procedures are not in place that ensures that the warehouse staff is provided information so that all fixed asset items acquired by the division are bar coded and added to the fixed asset inventory in a timely manner. A process is not in place that requires a routine review of purchase orders that include fixed asset purchases to ensure an equipment purchase form has been completed. There is no process to ensure that fixed asset items acquired using one of the division's P-Cards or from student activity funds are added to the fixed asset inventory. In addition, the informal procedure providing guidance for adding donated items to the inventory is not emphasized and items donated by PTAs and other organizations are not added to the inventory timely. It was also noted that many times items such as computers are delivered directly to schools and departments and not added to the inventory timely.

To ensure that all items are properly accounted for and controlled they must be added to a division's fixed asset inventory in a timely manner. When processes are not in place

that ensures items are added to an inventory system timely, there is no assurance that the items are ever accounted for. Items acquired and not timely added to an inventory are susceptible to be misused and lost.

RECOMMENDATION 4-12:

Develop processes to ensure that fixed asset items are added to the fixed asset system.

Developing processes that ensure fixed assets are added to the division's inventory system in a timely manner will provide better control of items acquired. When items are not added to the inventory, there is no tracking of the items and no one is formally made responsible for the items.

FISCAL IMPACT

It is estimated that it will take 20 to 30 hours to develop procedures to implement this recommendation.

4.6 Purchasing

An effective purchasing program provides divisions with quality materials, supplies, services, and equipment in a timely manner at the lowest price. Purchasing includes those activities associated with the acquisition of supplies, materials, services and equipment. 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 state laws and local Board requirements while performing purchasing functions in an efficient and timely manner. Policies should clearly establish purchasing authority, what methods are required for each type of purchase, provisions for conflicts of interest, and penalties for violating purchasing laws and policies. Purchasing procedures implement policies by documenting the steps to be taken by user divisions and purchasing staff when goods or services are procured. Staff in purchasing functions should be well trained in their duties and thoroughly understand their responsibilities. The purchasing department issues both purchase orders and bids for the procurement of materials, supplies, and services.

Exhibit 4-12 summarizes the provisions of the RCPS purchasing policy.

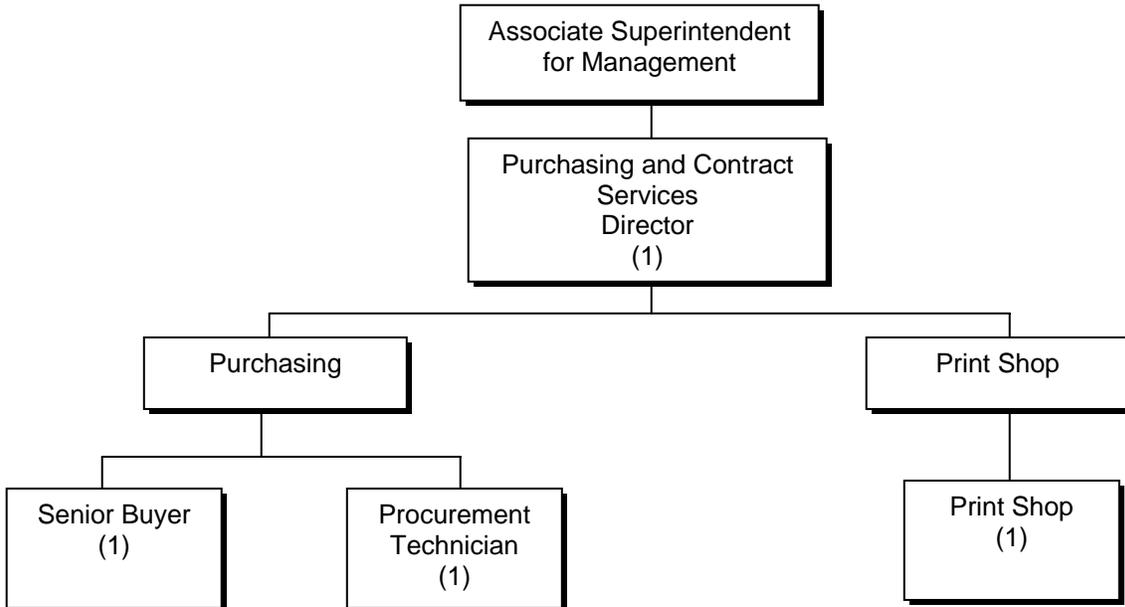
**EXHIBIT 4-12
RCPS PURCHASING PROCEDURES
2006-07**

DOLLAR VALUE OF PURCHASE	PURCHASING PROCEDURE
\$0 to \$499	No quote required
\$500 - \$2,499	One written quote from vendor.
\$2,500 - \$9,999	Three quotes.
\$10,000 - \$24,499	Four quotes.
\$25,000 and Up	Requires School Board approval and must be formally bid by the Purchasing and Contracts Office.
\$0 - \$24,999	Small Construction – Sealed Quotations.

Source: RCPS, Purchasing and Contracts Department, 2006.

Exhibit 4-13 presents the organization chart for RCPS purchasing department.

**EXHIBIT 4-13
RCPS PURCHASING DEPARTMENT
ORGANIZATION CHART
2005-06 SCHOOL YEAR**



Source: RCPS, Purchasing and Contracts Department, 2006.

The director of purchasing and contract services provides management oversight for all division purchasing and contracting activities. The purchasing director is an experienced purchasing professional who has been with the division for three and one-half years, had previous experience as a purchasing director for a manufacturing company and has two certifications as a purchasing manager. She is assisted by two staff members, a senior buyer and a procurement technician. The director of purchasing and contract services also provides oversight to the division's print shop activities.

The major duties of the division are to ensure the prompt and efficient delivery of goods and services; ensure that the procurement of goods and services is in conformance with Virginia law and Board of Education policies and regulations; ensure that staff involved in purchasing activities are trained; and analyze and evaluate procurement processes to ensure sound principles and methods of good financial management for the school division.

The director of purchasing reviews changes to state laws that could impact division purchasing policies and annually revises division policies and procedures to help ensure that the division fully complies with state purchasing laws.

FINDING

RCPS has an efficient purchasing program. Schools and departments use an automated purchasing system that enables them to perform most purchasing functions themselves within the limits of the division's purchasing policies.

The division's purchasing operations is primarily decentralized with schools and departments asked to perform procurement functions for all service contracts and purchase orders for materials, equipment and supplies. The purchasing system enables the division to operate a just-in-time purchasing program that provides departments and schools with materials and supplies without the cost of operating a supplies warehouse for general office supplies. The division makes extensive use of a procurement card and blanket purchasing orders and other contracts that enable departments and schools to efficiently acquire the materials and supplies that they routinely use.

The division implemented a new purchasing system in July 2006 that was provided through a contract with CGI-AMS which was formerly American Management Services of Fairfax. The new system allows departments to enter purchases on-line and track the purchase orders through the approval process and obtain information at any time on where the purchase orders are in the system. Department staff and school personnel commented that the process works very efficiently and they have always been able to obtain material and supplies when needed.

COMMENDATION 4-C:

The Roanoke City Public Schools is commended for establishing an efficient purchasing system that enables materials and supplies to be provided through a just-in-time automated purchasing program.

FINDING

RCPS purchasing department provides annual purchasing training to all employees involved in purchasing activities. An effective purchasing system requires several key components. One of the most important is a well-trained staff. Roles and responsibilities must be clearly defined and adapted to meet the unique operating environment of the school division. The organization unit responsible for purchasing must strive toward enhancing efficiency and competency through training of staff involved in the purchasing activities.

RCPS requires all staff involved in any level of the purchasing process to attend annual training. Any staff that is in any manner involved in the preparation of purchase orders, obtaining quotes, developing specifications, entering information into the automated purchasing system, or receiving merchandise must attend the training. Training is primarily performed by the director of purchasing and the senior buyer. Training classes are designed for different activities included in purchasing functions and those involved in that function must attend that class. Depending upon the level of involvement in purchasing duties, the mandatory training is usually between one and one-half to three days.

COMMENDATION 4-D:

Roanoke City Public Schools is commended for requiring and providing purchasing training to all staff involved in purchasing activities.

FINDING

RCPS purchasing department is expanding the division's involvement in cooperative purchasing activities. Purchasing cooperatives and interlocal agreements are purchasing methods established and entered into by groups of entities to obtain better pricing from vendors. Generally, entities will determine an approximate amount of merchandise they intend to purchase during a 12-month period. One of the entities in the purchasing cooperative will then consolidate all amounts and perform the competitive purchasing. All entities are then allowed to process individual purchase orders from these bids. Vendors offer better pricing to purchasing cooperative because the amounts intended to be purchased are generally larger than if purchased by a single entity.

The division is a member of the Central Purchasing Consortium that includes membership from Roanoke County, Salem City, Montgomery County and Botetourt County Schools. The division is working closely with the City of Roanoke's purchasing department to help ensure that cooperative procurement language is included in all contracts issued by either entity to enable the other to use the contract when a need arises. Not only do cooperatives contracts reduce the cost for materials purchased but also reduces administrative time involved in preparing bids and establishing contracts.

COMMENDATION 4-E:

Roanoke City Public Schools is commended for increasing efforts to participate in purchasing cooperatives.

4.7 Grants

The division's grants program is administered under the direction of the executive director for accountability and planning. The program is staffed by a grant specialist whose primary duties include researching and writing grant applications and a grant accountant who performs financial accounting duties and prepares required financial reports. A recent reorganization transferred the grant accountant from fiscal services where she performed basically the same duties that are performed in her current position.

RCPS has a significant grant program. For fiscal year 2006, the operating budget for school grants is more than \$16 million. **Exhibit 4-14** shows the school grant fund budgeted by revenue source.

**EXHIBIT 4-14
RCPS GRANT FUND REVENUES BY SOURCE
FISCAL YEARS 2002-2005**

SOURCE	2002-03 ACTUAL	2003-04 ACTUAL	2004-05 BUDGET	2005-06 BUDGET	PERCENT INCREASE (DECREASE) BETWEEN 2002-03 AND 2005-06
Federal	\$8,567,625	\$11,480,446	\$10,503,719	\$11,216,485	30.92%
State	\$2,193,127	1,417,105	\$2,211,322	\$2,068,962	(5.66%)
Local Match	\$2,214,000	\$2,053,040	\$2,145,624	\$2,200,023	(0.63%)
Other	\$1,040,047	\$857,052	\$934,142	\$940,542	(9.57%)
Total	\$13,924,799	\$15,807,644	\$15,794,807	\$16,426,012	17.96%

Source: RCPS FY 2005-2006 Adopted Budget.

FINDING

The division created a grants informational management system for managing grants using ACT software. ACT is essentially an off-the-shelf software for managing contracts and customers. The grant specialist and grant accountant adapted the software and created a database to effectively manage grants.

For each grant the system captures pertinent information including:

- Grant title.
- Grant description.
- Award number.
- Grant amount.
- Accounting code.
- Grant administer.
- Revenue source.
- Award period.
- Encumbrance deadline.
- Final reimbursement deadline.

The database provides many benefits, the least of which has enabled the division to eliminate a previous problem related to having to return funds because encumbered and reimbursement deadlines were not met. The system allows the grant accountant to run reports that show which grants are nearing encumbrance and reimbursement deadlines so that appropriate action can be taken. Data can also be downloaded into a spreadsheet format where ad hoc reports are produced to meet requests for specific information.

COMMENDATION 4-F:

The Roanoke City Public Schools is commended for developing a grants information management system that has improved grant management responsibilities.

FINDING

Not all grants go to the Board for approval and to establish an appropriation. Grants that are administered through the division's school grant fund are submitted to the Board; however, other grants that are maintained in school activity funds are not required to receive Board approval.

Although the majority of these grants are normally small from a monetary stand point, receiving the grants and the commitment to fulfill their intent does create an obligation for the division and potential liability. The division does not have a policy that addresses when grants that are not administered through the school grant fund should have the superintendent's or Board's approval. Since the division does not provide formal direction to schools or departments pertaining to when approvals are required, the potential exists for large grants to be received without the approval or knowledge of the superintendent or Board.

RECOMMENDATION 4-13:

Establish guidelines for grants not administered through the school grants fund.

By establishing these guidelines, all parties involved in the grant process will be fully informed.

FISCAL IMPACT

It is estimated that it will take 20 to 30 hours to implement this recommendation.

FINDING

All grant applications are required to be coordinated with or approved by the division's grant specialist. Some grant applications are developed by schools and most for special education and career and technology are prepared and submitted without the grant specialist's knowledge.

Although an appropriation request must be approved by the Board for all grants administered through the school grant fund and a special account established for each grant, the application can be submitted on behalf of the division and the grant awarded without the knowledge of the grant specialist. The opportunity to ensure that all grant applications are following consistent methodology and to possibly maximize grant funding opportunities is restricted when the division's grant specialist is not given the opportunity to review grant applications prior to being submitted.

Subsequent to the review team's onsite visit RCPS management provided assurance that all grant applications are currently approved by the grant s coordinator.

RECOMMENDATION 4-14:

Require that all grant applications be approved by the grants coordinator in the research and evaluation department.

By coordinating the approval of all the division's grants, the division would be better informed and would reduce the number of relatively low-dollar grant awards that are costly to maintain.

FISCAL IMPACT

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

FINDING

The division does not have a handbook for grant administrators to use in fulfilling their responsibilities in managing grant funds. The grant specialist and grant accountant attempt to provide guidance to grant administrators whose responsibility for ensuring that the division's \$16 million in grant funds are administered appropriately.

Grant administrators have a variety of responsibilities that must be performed to fulfill grant requirements and comply with division procedures and processes. Fulfilling these responsibilities in a timely and accurate manner is essential, but many grant administrators are asked to complete these duties without adequate training or a user manual to use as a resource tool.

RECOMMENDATION 4-15:

Develop a grants user manual and provide training to grant administrators.

The implementation of this recommendation will assist the division with a formal process to ensure grant responsibilities are met. It is important to have established procedures when working with federal grant monies, which the implementation of this recommendation will successfully allow.

FISCAL IMPACT

It is estimated that it will take approximately 40 to 50 hours to develop a user's manual and eight to ten hours to conduct training classes.

FINDING

Inadequate processes allow inappropriate expenditures and personnel costs to be charged to grants. A number of incorrect charges are made to grant funds during the year that are time consuming to correct. Should the errors not be corrected during the grant period but found later during a subsequent audit of the grant, the division possibly would have to use general funds to refund the inappropriate costs.

Employee payroll costs are charged to grants through the completion of a payroll distribution report. A previous audit by the division's outside financial auditor noted cases where payroll costs of employees not associated with grants had been distributed to the grants. Grant administrators are responsible for providing human resources with information showing which employees are allowed on a specific grant or what percentage of their time is allowed to be charged to the grant. During the time period of a

grant, it is not unusual for employees that perform work on grants to change and thus, revisions are needed to distribution reports. Monthly reviews and approvals of the payroll distribution report by grant administrators has not been required to ensure changes needed are made timely.

Grant administrators are not required to approve all charges to the grant they are responsible for, such as travel vouchers and charges for supplies and materials. Inappropriate charges are routinely found by grant administrators and corrections are made but making the corrections are time consuming.

Grant reports can be produced from the division's financial management system and grants informational management system needed by grant administrators to effectively manage their grants but the reports are not supplied to grant administrators on a consistent basis. Meetings between the grant accountant and grant administrators are also not conducted on a regular scheduled basis to review reports and identify problems.

RECOMMENDATION 4-16:

Develop processes to ensure only appropriate costs are charged to grants and grant administrators are provided reports on a regular consistent basis.

Developing appropriate processes that ensure only eligible costs are charged to grants will reduce the administrative burden of making corrections. It will also reduce the chances of the division having to refund grant funds that were expended on unallowable costs. Providing regular reports to grant administrators for their review will help identify inappropriate charges to grants so they can be immediately corrected.

FISCAL IMPACT

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

FINDING

A process is not in place that ensures that the grant specialist is immediately notified of grant awards and provided with a copy of the grant award. The receipt of grant award letters begins a series of processes that need be completed in a timely manner and sometimes contains information on possible additional funding that must be requested by a specific date.

A recent award letter that contained an option for additional funding wasn't received by the grant specialist until the last day to request the additional funds. The request for additional funding was immediately prepared and submitted before the deadline. After the receipt of an award letter, a number of events must take place before grant funds can be received that includes obtaining Board approval for an appropriation and establishing accounts for both the division's and city's financial management systems. These processes can take two to three months and for grants that have a short time period, the timely completion of each are essential.

RECOMMENDATION 4-17:

Ensure grant award letters are provided to the division's grant supervisor in a timely manner.

FISCAL IMPACT

It appears that this can be accomplished with existing resources.

FINDING

The division has two individuals performing unique grant related responsibilities who are not cross trained on each others time sensitive key functions. Both the grant specialist and grant accountant have duties that must be completed in a timely manner.

Written procedures have not been developed for the functions performed by the grant specialist or the grant accountant. When only one employee performs unique duties it becomes very critical that instructions on how to complete the duties are contained in a written format. Written procedures are not only essential when someone is asked to complete important functions in the absence of the person who normally performs the functions, but is also very helpful to train a new employee.

Once grant applications are drafted they must be submitted to the appropriate grant provider within a specific time period. Grant award letters begin a series of processes that must be completed timely for grant funds to be received for intended purposes. Reimbursement requests and final grant reports must also be completed in a time sensitive manner.

RECOMMENDATION 4-18:

Cross-train the grant specialist and the grant accountant in each other's key time-sensitive responsibilities.

Cross-training the two staff positions that manage the division's grants will help ensure that time sensitive processes can be completed when one of the individuals are out. The cross-training will also enable the division to have a trained individual to assist in training a new employee should one of the two individuals leave the division.

FISCAL IMPACT

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

5.0 TECHNOLOGY MANAGEMENT

5.0 TECHNOLOGY MANAGEMENT

This chapter presents our findings and recommendations for Technology Management in Roanoke City Public Schools (RCPS). The major sections of the chapter are as follows:

- 5.1 Reported Status of 2005 Review Recommendations
- 5.2 Organization and Staffing
- 5.3 Infrastructure
- 5.4 Hardware and Software
- 5.5 Professional Development
- 5.6 Technical Support
- 5.7 Miscellaneous Technology Related Accomplishments

When reviewing the administrative technology resources of a school division, MGT examines the computing environment within which the administrative applications operate; the applications themselves and the degree to which they satisfy user needs; the manner in which the infrastructure supports the overall operations of the school system; and the organizational structure within which the administrative technology support personnel operate.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This includes broad areas such as the technology plan; the organizational structure and the infrastructure to more specific resources available in the classroom, such as the type of hardware employed; the method of selecting software, and the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

CHAPTER SUMMARY

The office of technology and information services provides support for technology for the division. The office is led by a director and has five second level managers who support the following functions:

- Administrative data processing—supports a Wang minicomputer system and the few applications that remain on that system;
- Student information systems—manages student information and supplies student information to users as needed;
- Information systems coordination—oversees network operations and equipment maintenance and support;
- Library/media coordination—provides leadership to school librarians and media specialists; and
- Technology training coordination—guides the efforts of the instructional technology resource teachers and coordinates training of teachers.

The division's wide area network (WAN) is being upgraded to provide greater bandwidth to the high schools which currently experience very slow transmission speeds.

The commendations in this chapter include:

- RCPS is commended for taking an extra step to ensure that teachers are prepared to use technology in the classroom.
- The student services department is commended for implementing ParentLink.
- The Formula One team at Breckinridge Middle School, and their teacher, are commended for their outstanding accomplishments at the national F1 in School Formula One Technology Challenge and their representation of the United States at the international competition.

Some of MGT's key recommendations for improvement include:

- Work with the Technology Committee to devise a plan for developing and implementing an intranet.
- Ensure that the director of technology or his designee is included in the division's planning team any time a new school is to be built or an old school is to be renovated.
- Establish a five-year replacement cycle for all computers.
- Continue to cooperate with the City of Roanoke in developing and implementing a comprehensive Human Resources Management System that can be used by both governmental agencies.
- Send appropriate information systems analysts to classes offered by Apple to enable them to become certified in Macintosh support.
- Invest in remote management software as a way of enhancing the technical support that is provided to the Macs and PCs in the division.

5.1 Reported Status of 2005 Review Recommendations

Technology recommendations in the prior 2005-06 management performance review conducted by MGT were designed to improve the effectiveness and efficiency of the office of technology and information services. The following are the recommendations that were made and their status as reported to MGT by the division in January 2007:

- 9.1: Create a smaller, more educator-oriented Technology Advisory Committee that will allow for more productive meetings while still being representative of key stakeholders (implemented);

- 9.2: Move the office of technology and information services into the new office of accountability, technology, and communication (implemented);
- 9.3: Continue to aggressively pursue the hiring of a qualified network coordinator (a highly qualified coordinator was hired in March 2006):
- 9.4: Acquire modern network monitoring tools to facilitate effective management of the WAN and LANs (some tools have been acquired though more are needed);
- 9.5: Continue the effort to learn the intricacies of the E-rate program so that the division will continue to obtain discounts on the telecommunications services that it provides to its schools (this effort is continuing with at least one staff member becoming quite knowledgeable in the program);
- 9.6: Accelerate the migration from the Wang system to a client server environment (significant progress has been made but three applications still are operating on this outdated minicomputer);
- 9.7: Establish computer acquisition standards to ensure that Roanoke City Public Schools will acquire only state-of-the-art computers, thereby maximizing the useful life of new equipment (in process);
- 9.8: Establish a process for developing recommended lists of instructional courseware to facilitate school-based selections (in process):
- 9.9: Work closely with the City of Roanoke on the development and implementation of a new Human Resources Management System (in process);
- 9.10: Review all of the options for offering additional Web-based professional development and strongly encourage teachers to take advantage of these opportunities (continuing);
- 9.11: Implement a strategy whereby technology support personnel and instructional technology specialists develop and execute a personal professional development plan each year (although this recommendation was reported to have been implemented, sufficient funds have apparently not been provided to ensure these staff receive the professional development they need);
- 9.12: Implement a program that involves students as providers of technical support for their schools (implemented);
- 9.13: Implement a training program for teachers and other staff that provides basic troubleshooting skills (a course was developed but since teachers are not required to take it, there are still many minor problems that technicians are called to fix);
- 9.14: Establish a policy of not repairing computer systems over five years old (in process);
- 9.15: Reallocate the funds from the state to support three more technicians (in process); and
- 9.16: Acquire a software package that supports the help desk function (although this recommendation was reported to have been unfunded, the new information

systems coordinator was able to adapt a product called School Dude that was being used by the maintenance department to support the help desk function).

5.2 Organization and Staffing

Ideally, technology is one area of a school division that supports all administrative and instructional personnel in a constructive way. Organizing technology resources to effectively achieve this outcome, at least for some school divisions, can be challenging.

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of technology in PK-12 education, has developed a Technology Support Index rubric to assist school systems in determining their needs in a variety of technology support areas. In the Index, school divisions are divided into one of four categories for various areas of technology usage and support.

These categories are:

- Low efficiency (beginning support capability)
- Moderate efficiency (isolated areas of effective support)
- Satisfactory efficiency (very good support provided in most areas)
- High efficiency (excellent support in most areas)

With respect to organizational structure, the Technology Support Index classifies school divisions as having “satisfactory efficiency” when they have a structure where the “technical support functions and instructional technology functions report differently, but each unit is cohesively organized and there is communication between units.” Higher-functioning divisions, those functioning at a “high efficiency” 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....”

Given the superintendent’s recent decision to move Web support from the office of communications back into the technology unit, all technology functions for the division are organized and supported through the office of technology and information services (OTIS). Thus, the technology support unit is organized in a “high efficiency” mode.

FINDING

In accordance with MGT’s recommendation in its 2005 review, OTIS was moved into the newly created office of accountability, planning and technology. In many ways this has been a good fit and the staff of OTIS have been pleased with the change. However, staff expressed concern with one aspect of the move. Members of the technology staff who have a need to stay in close contact with the division’s instructional initiatives, i.e., the library/media coordinator and the technology training coordinator indicated that they had very little interaction with curriculum and instruction staff since the reorganization. Previously, they attended regular monthly meetings of curriculum personnel; they have not been invited to such meetings in almost a year. Consequently, they do not believe that they are as well-versed on division instructional efforts as they should be.

RECOMMENDATION 5-1:

Ensure that the library/media and technology training coordinators stay in close contact with appropriate members of the teaching and learning staff.

It is essential that if the library/media and instructional technology efforts are to be in sync with instructional initiatives, there must be good interactions between the respective staff. A return to regular monthly meetings would be a good way to ensure that communications are improved. Members of both departments should consider other means of strengthening these communications.

FISCAL IMPACT

This recommendation can be implemented by having the Deputy Superintendent issue a directive that the appropriate Technology Department staff members are to be invited to monthly curriculum/instruction meetings.

5.3 Infrastructure

Infrastructure is the underlying system of cabling, communications lines, switches, and routers that connects the various parts of a wide area network (WAN). It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Given the capabilities and benefits that will accrue, most organizations, both public and private, have learned that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true of school divisions which typically have a central office and multiple school sites spread over a wide area.

The most fundamental requirement of a sound infrastructure is a WAN that serves all users in the enterprise. A key function of a WAN is to connect the local area networks (LANs) that are located throughout the enterprise. A LAN is typically found within a building and serves to connect all the users within that building to one local network. Connecting the LAN to a WAN allows all LAN users access to others in the enterprise, as well as to the electronic world beyond. An enterprise where every user is connected through a LAN to a WAN has the infrastructure necessary to take full advantage of the telecommunications capabilities that exist today and those that will be available tomorrow.

The RCPS network architecture is configured as a WAN interconnecting 37 sites, including 21 elementary schools, six middle schools, two high schools, four special schools, and four other support locations. Each of these sites has a LAN that is connected to the WAN. The WAN works reasonably well except at the high schools where the network is very slow. However, upgrades to the network are underway. The plan calls for increasing the bandwidth at the high schools seven fold by the time of Standards of Learning (SOL) testing (around May 20). This should resolve the slow connectivity problem. The speed at the middle schools (other than Ruffner which shares a connection with Fleming High School) is not a problem as they customarily average 30-40 percent usage of their bandwidth. The elementary schools rarely use more than 30 percent of their bandwidth.

FINDING

The one infrastructure area that is not up to standard is that the division does not have an intranet, which would be a valuable means of supporting many internal RCPS communications, administrative, and learning functions. However, there is a strategy for developing an intranet. Currently, some Web support changes are underway and when they have been completed, work will start on rebuilding the current Internet server to support the intranet site.

There are still questions to be answered regarding the intranet. Among those are:

- What functions will the intranet support?
- How is it going to be supported?
- What additional hardware (if any) will be required?

Doubtless, there are other questions that must be addressed before the division can begin to take advantage of an intranet resource. The office of technology will need to draw upon outside advice regarding the uses that can and should be made of the intranet. The ideal group to offer this assistance is the Technology Committee.

RECOMMENDATION 5-2:

Work with the Technology Committee to devise a plan for developing and implementing an intranet.

A subcommittee of the Technology Committee, working with the information systems coordinator, and other appropriate personnel in OTIS, should develop a plan for developing and implementing an intranet. Although some of the functions to be supported by the intranet are known, it is likely that others will emerge over time. One way to address this issue is to examine how other school divisions are using their intranets. Such a review will undoubtedly identify some support functions that it can provide that might not be thought of initially.

FISCAL IMPACT

This recommendation can be through a subcommittee of the Technology Committee meeting three or four times, using information prepared by the information systems coordinator.

FINDING

One source of funds that school systems all over the country have been able to access to support their infrastructure needs is the federal E-rate program which was made available in the mid-90s to provide effective telecommunications capabilities to schools. The program provides funding for telecommunications products and services in proportion to the number of students in a division that are eligible for free or reduced price lunches. Based on the number of such students residing in RCPS, the division is eligible to receive discounts that are slightly over 70 percent, i.e., the division will pay 30 cents and the E-rate program will pay 70 cents of every dollar spent on eligible products

and services. The following are the amounts of E-rate funding RCPS has received in the last three years:

- For FY 2004-05 \$308,884.56
- For FY 2005-06 funding was denied
- For FY 2006-07 \$373,937.81

The technology training coordinator has the primary responsibility for submitting the E-rate applications, and through considerable study, she has become knowledgeable about the program. Some concern was expressed, however, about the fact that most of the knowledge about the program resides in one person. In fact, the information systems coordinator has devoted some time to the program and is gradually becoming familiar with it. In addition, there is an E-rate committee which is composed of the director of technology, the information systems coordinator, the technology training coordinator from the office of technology, and representatives from finance, purchasing and maintenance. Nevertheless, there is still a feeling that there is insufficient depth of knowledge on the program.

One of the factors contributing to the failure to receive E-rate funding for FY 2005-06 was the fact that the person who had been handling the E-rate submissions left and there was not anyone who could carry out the function effectively and expeditiously.

RECOMMENDATION 5-3:

Ensure that cross-training occurs such that at least two people are very knowledgeable about the E-rate program.

The E-rate program is an important one because it provides funding for a critical function which is becoming more and more significant every day. Given that budgets for RCPS are always tight, it is important that the office of technology and information services always has someone on staff who knows the program well enough to complete all the application forms.

FISCAL IMPACT

This recommendation can be implemented by having the Director of Technology and Information Systems direct two individuals to work jointly on the E-rate program. Learning the program thoroughly will require a second person to work with the more experienced person for an entire submission, which could consume 60-80 hours spread over several weeks.

FINDING

During the recent remodeling of an elementary school, a cable was cut and the cost to rectify the problem was around \$6,000. However, had office of technology staff been brought in to help with the planning for this remodeling effort, they would have been able to resolve the problem for a cost of approximately \$1,500, considerably below the actual cost that the division incurred.

Given the rapid changes in technology and the ever-increasing reliance of the school system upon its infrastructure, it is essential that the director of technology or his designee be included in the planning for constructing or remodeling schools.

RECOMMENDATION 5-4:

Ensure that the director of technology or his designee is included in the division's planning team any time a new school is to be built or an old school is to be renovated.

Among the most significant decisions to be made about a new or refurbished school is the manner in which high-quality telecommunications services will be delivered to every part of the building. While there is extreme interest locally in providing modern communications capabilities in all classrooms, the emphasis of the commonwealth on online testing makes these telecommunications issues even more critical. If the director of technology is not on the planning team, it is quite possible that some critical technology components will be left out. The fact that computers and other technology resources typically are among the items purchased with the capital funds that are allocated for building a school adds even more weight to the need to keep the director of technology closely involved throughout the building or renovating process.

FISCAL IMPACT

This recommendation can be implemented by having the superintendent issue a directive to the Facilities Office stating that the Director of Technology or his designee is to be included in planning teams that are developed when new schools are built or old schools renovated.

FINDING

The room in the central office complex where the division servers are stored is completely full, so much so, that there is not room for one more server. In fact, one electrician reportedly said that adding one more server will "burn the building down." While that is somewhat extreme, it is indicative of the fact that no more space is available for servers, which is quite problematic as there will be a continuing need to add servers as the division expands its technology efforts.

According to the director of technology, a couple of locations in the central office's gym annex are being considered as a new site for the server farm. However, things like new fire regulations and approval of architectural plans are apparently delaying the move.

RECOMMENDATION 5-5:

Accelerate the effort to move the servers into a new location in the gym annex.

Every effort should be made to complete this move as soon as possible. Given the emphasis that the commonwealth places on SOL testing, that may cause a need to install another server upon short notice. Furthermore, as the division expands its own technology efforts, any number of things might prompt the need for a new server. It

would be a shame if some technology initiative were to be slowed because space was not available for a new server.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The Director of Technology and Information Systems is to get the authority, from the superintendent if necessary, to move swiftly in making decisions regarding moving the server farm to the new location.

5.4 Hardware and Software

MGT's review of equipment involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource in the classroom, other relevant technologies include, but are not limited to, digital cameras, projectors, smart boards, and networking equipment. It is important that computers used for instruction have sufficient power and speed to support the use of recently developed multimedia courseware and effective access to the Internet/World Wide Web. All such computers should be networked. Similarly, computers that are used for administrative purposes need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. Administrative computers, too, should be networked.

While the price of hardware is generally declining, the cost of software is increasing. This is primarily because software actually translates into personnel costs (i.e., software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries). As a result, the task of selecting software for use in any organization is becoming more difficult. This is particularly true of educational entities because they require more diverse types of software than do governmental agencies or private corporations.

FINDING

During interviews and focus groups several individuals indicated that there was no computer replacement cycle, but all said there should be one. The primary problem that arises when there is no computer replacement policy is that computers remain in use for long periods of time. If not replaced, they will cease to be the valuable resource that they could be. They will not be able to execute the latest software that is acquired by the division and worse, they become very costly to maintain. The only way to avoid having computers become too old to be effective tools is to implement a replacement cycle that refreshes the computers every three to five years.

RECOMMENDATION 5-6:

Establish a five-year replacement cycle for all computers.

Because technology advances so rapidly, it is critical that computer purchases are evaluated against the current market to ensure that the investment is as cost-effective as

possible. This is particularly true when financial resources are limited. For this reason, it is important that RCPS establish a purchasing strategy that ensures that only state-of-the-art computers are acquired, thereby maximizing the useful life of new equipment. Additionally, a replacement cycle (three to five years) for these systems should be established to ensure proper support. During the International Society for Technology in Education's (ISTE) Technology Support Project, it was confirmed that establishing a computer replacement cycle allowed divisions to avoid obsolescence and provided for better support, thereby reducing TCO.

Creating a life cycle for new computers involves purchasing replacement equipment every three to five years. The ideal cycle is three years, which is typical in private industry, but most school divisions find that cost prohibitive.

FISCAL IMPACT

The costs shown below are based on a discounted price for computers of \$785 per unit which is roughly the price paid by RCPS on the last three orders that were placed. Since there are approximately 6,960 computers in use currently, one-fifth of that total is 1,392, the amount that would have to be acquired annually to satisfy a five year replacement cycle. At a cost of \$785 per computer, the total annual cost would be \$1,092,720. Since the commonwealth currently provides \$857,000 annually that may be used to purchase computers that support SOL testing, the net amount that the division would be required to supply is \$235,720.

It is important that RCPS recognize that it has an obligation to fund technology resources. Virginia divisions are fortunate, compared to their counterparts in other states since most other states no longer provide such funding to their school systems. In order for the division to be as efficient as possible, and more important, in order for the division to effectively prepare its students for the world of work, it is imperative that significant investments in technology be made. Moreover, the division also needs to recognize that, should the commonwealth discontinue its funding, the division must cover the entire cost of the annual replacement.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Establish a Five-Year Replacement Cycle for Computers	(\$235,720)	(\$235,720)	(\$235,720)	(\$235,720)	(\$235,720)

FINDING

RCPS continues to operate without an effective Human Resources Management System. Much of the automated support they currently receive comes from an outdated Wang minicomputer which does not easily permit the human resources office to obtain lists of various categories of employees, something that is a frequent need of such offices. Nor is the system able to interface with the finance system which, according to one high level division official, requires staff to employ numerous spreadsheets in order to draw data from both systems. Further shortcomings of the current operations are outlined in Chapter 3.0, Human Resources.

As indicated in MGT's 2005 report, the division was working with the City of Roanoke to develop and implement a comprehensive Human Resources Management System and that effort continues. Representatives of the school division's human resources and finance departments meet regularly with city personnel to participate in the ongoing planning and preparation necessary to implement the new system.

RECOMMENDATION 5-7:

Continue to cooperate with the City of Roanoke in developing and implementing a comprehensive Human Resources Management System that can be used by both governmental agencies.

It is critical that the school division acquire the use of an effective Human Resources Management System. As pointed out in Chapter 3.0, currently several functions are carried out manually which is a very inefficient mode of operation. Additionally, there is currently no capability to integrate human resource data with finance data. Since the division is also using the city's finance system, when the Human Resources Management System is completed, it should be possible to draw data from each system to produce reports, thereby eliminating some of the manually developed spreadsheets that are currently required.

FISCAL IMPACT

The city has set aside \$2 million to cover the cost of this development effort. When the system becomes operational, the division will be required to pay an annual maintenance fee to the city. The current expectation is that this fee will be \$30,000 per year, a very reasonable cost for access to a comprehensive Human Resources Management System. Further, it is anticipated that this fee will be paid annually starting in fiscal year 2008-09.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Continue to Work With the City on a Human Resources Management System	\$0	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)

5.5 Professional Development

Training is the most critical factor in determining whether technology is used effectively. Teachers and administrators must be comfortable using technology; they must know much more than merely how to operate the equipment. In fact, teachers must know how to integrate technology effectively into their teaching, and administrators must know how to use it to better manage their schools and their division as a whole. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related professional development must take this into account.

Training must also be ongoing. Teachers and administrators need continuous opportunities to improve their technology skills and to share new strategies and techniques with peers. While face-to-face interaction is essential, technology can also facilitate communication through email and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, the organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and division administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators who make technology a priority in their schools will have teachers who make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to participate regularly in training programs that enable them to stay current. No industry changes as rapidly as the technology industry. In order for technical support staff to continue to provide the level of support that a school division requires, they should participate in effective training programs at least annually.

FINDING

Roanoke City Public Schools follows the state requirement that all certified staff must meet the state's Technology Standards for Instructional Personnel (TSIP). However, RCPS goes further by making this a cyclic process rather than a once in a career occurrence. RCPS instructional personnel are cycled through the assessments with each certification renewal cycle and the assessment checklist is keyed to ISTE's NETS*T standards. Teachers are encouraged to complete the NETS*T certification process and are awarded recertification credit equal to nine hours of college level credit once certification is complete.

COMMENDATION 5-A

RCPS is commended for taking an extra step to assure that teachers are prepared to use technology in the classroom.

5.6 Technical Support

Training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those with considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses, their effectiveness is diminished.

In addition to technical questions, teachers have a multitude of instruction-related questions. Particularly when they have had limited experience in using technology, they frequently want and need help in incorporating some specific technology-related resource into their math, science, social studies lessons. At those times, they need an experienced technology-using teacher to work with them one-on-one to address the specific issue with which they are dealing.

FINDING

As indicated earlier, RCPS has almost 7,000 computers in use in the division. Of this total, approximately 60 percent of those computers are Macintosh (MAC) computers. Despite the fact that the majority of computers are MACs, most of the information systems analysts are trained to support PCs. According to people in the schools, MAC support is not as good as PC support and further, the information systems analysts who provide the technical support confirmed during their focus group that they are not well prepared to provide support to Apple equipment.

The information systems coordinator, to whom the information system analysts report, has requested that his analysts be given the opportunity to attend courses provided by Apple in order to train them in the support of the MAC but as yet, the attendance at such courses has not been approved.

RECOMMENDATION 5-8:

Send appropriate information systems analysts to classes offered by Apple to enable them to become certified in Macintosh support.

Since the majority of the computers in the division are MACs, it would seem that those computers would receive the best support, but that is not the case. Of the nine analysts that provide technical support, no more than three of them are proficient in MAC support. If the schools in the division are to receive adequate technical support, it is essential that the support analysts receive training in providing technical assistance to MAC users.

FISCAL IMPACT

The information systems coordinator has researched the cost of sending the analysts to Apple training and found that the cost ranged from \$6,000 to \$7,000. Consequently, the chart below reflects an expense of \$6,500 to accomplish this recommendation. An additional \$1,000 per year is projected for use to enable new analysts to receive such training and/or provide updated training to selected analysts as needed.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Send Support Analysts to Apple Training	(\$6,500)	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)

FINDING

In an effort to improve the efficiency of the PC technical support function, the information systems coordinator has sought to acquire three types of software. All of these packages are designed to enable analysts to remotely apply fixes or install software without actual interaction with the PC. One would create installation packages of applications, thereby allowing an analyst to execute the software on a PC without touching the PC. A second package is PC imaging software and would allow for the creation of a few basic images that could be remotely applied to computers on all campuses, if desired. The third package would allow an analyst to send packages of PC images over the network to a PC, essentially enabling one analyst to rebuild an entire school from his desktop in the central office.

Since the acquisition of these software packages would eliminate the need for actually visiting a school in many instances, the software would make the technical support function much more efficient and, though it cannot be calculated, it would result in saving money for the division.

The software described above is applicable for PCs only. The information systems coordinator is working with Apple engineers to learn how to build packages using “freeware.” The staff is now able to create MAC images for schools using free software provided by Apple and can deploy those images remotely using software that is inherent in the MAC. To make this MAC support complete, there is a need to acquire Apple’s Remote Desktop application.

RECOMMENDATION 5-9:

Invest in remote management software as a way of enhancing the technical support that is provided to the Macs and PCs in the division.

Since teachers who encounter problems with computers in their classroom are sometimes reluctant to employ computers again, it is critical that every effort be made to provide the best support possible. By acquiring the software cited above, the technical support function will be made much more efficient. The analysts will save considerable time since the software will allow them to avoid a significant number of trips to school sites, time that can then be spent on addressing other technical support obligations.

ISTE’s Technology Support Index considers a division to be highly efficient if “remote management is available for all computers and is used as a primary strategy of support.”

FISCAL IMPACT

The Apple Remote Desktop application costs \$499 and four copies are needed. Thus the chart below includes \$1,996 for that acquisition.

The PC support software costs \$28 per PC so, given that there are approximately 3,000 PCs in the division, the acquisition cost would be \$84,000. To appreciate this cost—and why it would be a cost effective investment, one needs to consider the cost associated with personal interaction with the PCs on an individual basis. Last year, when the technical support personnel were installing SOL test software, it required 20 individuals

(eight analysts and 12 instructional technology resource teachers) to work two full weeks to install that software. The average hourly rate of the analysts is \$27.13, thus the division incurred a \$21,704 labor cost for installing the SOL software at all secondary schools. This cost does not include the two weeks in normal duties lost, nor does it include the labor cost of the ITRTs. Assuming it costs \$21,704 to install one software application, then the cost of the software will be paid for when the fourth software application is installed. According to the information systems coordinator, in the 11 months that he has been in the position, the staff has had to install four applications divisionwide and at least 10 applications within an entire school.

In addition to the purchase price, there will be an annual maintenance cost of \$16,000 that would be incurred for the PC software, which, of course, would be repaid with the installation of only one application divisionwide.

Given the above, the total acquisition cost is \$85,996 (\$84,000 + \$1,996) with an ongoing maintenance cost for the PC software of \$16,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Acquire PC and MAC Remote Management Software	(\$85,996)	(\$16,000)	(\$16,000)	(\$16,000)	(\$16,000)

FINDING

Recommendation 9.13 in MGT’s 2005 report read as follows: Implement a training program for teachers and other staff that provides basic troubleshooting skills. The division did in fact, create such a course; however, according to the information systems analysts who provide the technical support, there are still many teachers who seek assistance for extremely minor problems, problems that they should be able to diagnose themselves.

While a basic troubleshooting course is available, not many teachers have taken it. In order for this course to have the impact of reducing the technical support workload, teachers must be required to take the course.

RECOMMENDATION 5-10:

Require that teachers take the basic troubleshooting course that was created in response to the 2005 recommendation.

As indicated in MGT’s 2005 report, a significant way to strengthen the technical support available to schools is to help teachers learn to diagnose and resolve problems they encounter while using technology. One large school district did a study a few years ago that indicated that as many as 90 percent of the problems their teachers sought help desk assistance to resolve could be handled by the teachers if they had received basic troubleshooting training. While that percentage seems to be unrealistically high, it does indicate that a large number of problems could be resolved by teachers if they were better prepared to address those problems. Offering a course is certainly beneficial;

however, if no one takes it, it will have no effect on the level of technical support that is provided.

FISCAL IMPACT

This recommendation can be implemented if the superintendent issues a directive that requires all teachers to take the basic trouble-shooting course.

5.7 Miscellaneous Technology Related Accomplishments

There are a couple of accomplishments achieved within RCPS that are worthy of note. Because they do not fit into any other area, the commendations cited for those accomplishments are included in this section.

FINDING

On March 1, 2007, the student services department implemented ParentLink, an automated calling system that allows the school division to contact parents of secondary students to provide pertinent information. While the system can be used by principals to inform parents about upcoming meetings or events at their child's school, its most critical use will be to notify parents when their middle school or high school student is absent. The objective is to be sure parents are aware their child may not be in school, and is likely skipping one or more classes. The system is capable of placing hundreds of calls in only a few minutes and eliminates the need for school staff to spend what sometimes amounts to hours making such calls.

Because each of the six middle schools experience approximately 30 unexcused absences per school day, and the two high schools typically have about 200 unexplained absences per day, the potential for saving staff time is very great. Clearly, this new capability will create significant efficiencies for the secondary schools.

COMMENDATION 5-B

The student services department is commended for implementing ParentLink.

FINDING

Technology education students from Breckinridge Middle School have participated very successfully in the *F1 in Schools Formula One Technology Challenge*, a competition that is supported by a company called Formula One Management and sponsored by Autodesk, Denford and Pitsco in cooperation with the Technology Student Association.

In what was characterized as "an engineering opportunity of a lifetime," these students designed, analyzed, made, tested and raced their own formula one race car. The National Championships were held at the Technology Student Association Conference in Dallas, Texas during June 2006. Twenty-nine high school and middle school teams participated. The Breckinridge team won the middle school first-place prize and they also

walked away with a second place Judges' Choice award (finishing behind a high school team), and the Autodesk Inventor Award.

Judging was based on safety, aerodynamics, engineering, aesthetics, quality and manufacture, race time, and an oral presentation that the students were required to make as part of the competition.

Despite all the awards received at the national competition, probably the most cherished part of their success is the fact that these students will be going to Melbourne, Australia in March 2007 where they will represent the United States in the international F1 in Schools competition.

COMMENDATION 5-C

The Formula One team at Breckinridge Middle School, and their teacher, are commended for their outstanding accomplishments at the national F1 in School Formula One Technology Challenge and their representation of the United States at the international competition.

6.0 FOOD SERVICES

6.0 FOOD SERVICES

This chapter provides findings, commendations, and recommendations relating to food service operations in Roanoke City Public Schools (RCPS). It is divided into the following major sections:

- 6.1 Organization and Staffing
- 6.2 Procedures
- 6.3 Financial Performance
- 6.4 Student Meal Participation
- 6.5 Staff Development

CHAPTER SUMMARY

The RCPS department of food and nutrition offers breakfast and lunch to over 13,000 students and adults in 29 schools. The division participates in the National School Lunch Program (NSLP) as well as the School Breakfast Program (SBP).

As a participant in the NSLP and the SBP, the school division receives federal and state reimbursement income for free, reduced-price, and paid breakfast and lunch meals served. RCPS also participates in the United States Department of Agriculture (USDA) food commodities program.

In March 2006, the school nutrition auditor of the Virginia Department of Education asked the division to explain a \$1 million discrepancy in its food service account. RCPS provided an explanation regarding due to/from accounts that were made in accordance with Governmental Accounting Standards and presented subsequent independent audit reports to support its entries.

The review team analyzed data, interviewed staff both individually and in groups, and observed the preparation and delivery of both breakfast and lunch. Through these activities, MGT determined that the division merits the following commendations for food service operations:

- RCPS is commended for storing food-related goods on clearly marked shelves in order to conduct monthly inventories in an efficient manner.
- The department of food and nutrition is commended for implementing a unique approach to training staff for assistant manager positions in order to promote from within.

This chapter contains the following key recommendations:

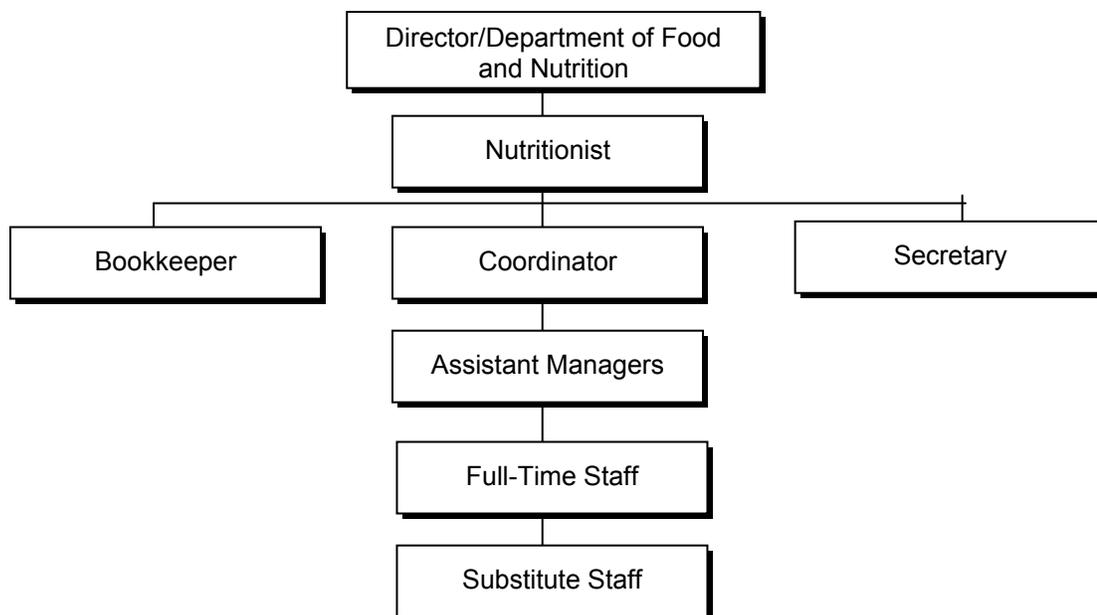
- Reduce staff time by at least 20 hours per day at schools performing below best practice levels.
- Reduce labor costs to best practice levels of 40 percent of revenue.
- Use USDA commodities as the primary source of food in the school division and supplement with local vendors as needed.

- Formalize an annual plan to gather and analyze area school division meal prices to bring RCPS prices into alignment with the average.
- Schedule bus transportation and school start times to allow all students sufficient opportunity to eat breakfast each day.
- Develop and implement standards requiring all staff to be prepared to serve students when the lunch period begins each day **(Recommendation 6-9)**.

6.1 Organization and Staffing

As shown in **Exhibit 6-1**, the department is headed by a director, who oversees a nutritionist, coordinator, secretary, and bookkeeper. The coordinator supervises assistant managers as well as all other food service staff at the schools.

**EXHIBIT 6-1
ORGANIZATIONAL CHART
DEPARTMENT OF FOOD AND NUTRITION
ROANOKE CITY PUBLIC SCHOOLS**



Source: Roanoke City Public Schools, department of food and nutrition, 2007.

FINDING

The school division's meals per labor hour (MPLH) are manually calculated, and six schools are below best practice levels.

Exhibit 6-2 presents MPLH data provided by the school division for the month of October 2006. The exhibit shows the number of breakfast and lunch meal equivalents according to USDA requirements, actual staffing hours, calculated MPLH, along with the comparison of actual hours to best practice levels. These figures include the hours for the coordinator position since these are considered a part of labor costs to run food service operations.

As shown in the exhibit:

- The majority of schools are at or above best practice levels.
- Fallon Park, Fishburn, Forest Park, Garden City, Morningside, Roanoke Academy, and Westside are well above best practice levels.
- Three elementary schools, two high schools, and one middle school are below best practice levels at a rate of just over 20 hours per day.

The best practice levels used for this exhibit come from *Cost Controls for Food Services*, (3rd ed.). Levels are based on conventional system kitchens, meaning that food is prepared in the kitchen and not just heated.

**EXHIBIT 6-2
ROANOKE CITY PUBLIC SCHOOLS
MEALS PER LABOR ANALYSIS
OCTOBER 2006**

SCHOOL	AVERAGE NUMBER OF BREAKFASTS SERVED PER DAY	AVERAGE NUMBER OF LUNCHESES SERVED PER DAY*	AVERAGE NUMBER OF MEALS SERVED PER DAY*	ACTUAL STAFFING HOURS	MEALS PER LABOR HOUR (MPLH)	INDUSTRY BENCHMARK ON STAFF HOURS	STAFF HOURS OVER/ UNDER BENCHMARK
Elementary							
Crystal Spring	29	159	188	15.0	12	12	0
Fairview	147	366	513	30.6	17	17	(0)
Fallon Park	351	518	869	32.5	27	20	7
Fishburn Park	143	256	399	19.0	21	16	5
Forest Park	114	271	385	19.5	20	16	4
Garden City	154	237	391	18.8	21	16	5
Grandin Court	85	137	222	16.0	14	14	(0)
Highland Park	83	173	255	19.2	13	15	(2)
Huff Lane	70	200	270	19.1	14	15	(1)
Hurt Park	116	175	291	20.0	15	15	(0)
Lincoln Terrace	12	216	228	17.1	13	14	(1)
Monterey	197	748	945	45.0	21	21	0
Morningside	142	285	427	18.3	23	17	6
Oakland	56	148	205	14.8	14	14	(0)
Preston Park	117	236	354	18.5	19	16	3
Raleigh Court	70	217	287	14.5	20	15	5
Roanoke Academy	222	361	583	22.5	26	17	9
Round Hill	90	263	354	18.0	20	16	4
Virginia Heights	125	234	359	17.6	20	16	4
Wasena	62	157	219	14.1	15	14	1
Westside	208	512	720	29.1	25	19	6

**EXHIBIT 6-2 (Continued)
ROANOKE CITY PUBLIC SCHOOLS
MEALS PER LABOR ANALYSIS
OCTOBER 2006**

SCHOOL	AVERAGE NUMBER OF BREAKFASTS SERVED PER DAY	AVERAGE NUMBER OF LUNCHESES SERVED PER DAY*	AVERAGE NUMBER OF MEALS SERVED PER DAY*	ACTUAL STAFFING HOURS	MEALS PER LABOR HOUR (MPLH)	INDUSTRY BENCHMARK ON STAFF HOURS	STAFF HOURS OVER/ UNDER BENCHMARK
Middle							
Addison	102	395	497	29.2	17	17	0
Breckinridge	66	451	517	31.3	17	17	(0)
Jackson	70	374	444	26.9	16	17	(1)
Madison	68	308	377	21.4	18	16	2
Ruffner	121	409	530	28.0	19	17	2
Wilson	89	365	454	25.6	18	17	1
High							
William Fleming	130	903	1,033	84.6	12	21	(9)
Patrick Henry	192	785	977	72.5	13	21	(8)

Source: Roanoke City Public Schools, department of food and nutrition, 2007

*Includes Adult Meals Served and Excludes à la carte service.

MPLH is calculated manually in RCPS even though the division uses a point-of-sale system. The division was not able to supply any of the reports provided by this system except for basic meals served information.

RECOMMENDATION 6-1:

Reduce staff time by at least 20 hours per day at schools performing below best practice levels.

The implementation of this recommendation should ensure that enough staff are available to serve students yet should prevent the overstaffing of school kitchens. This practice should provide cost savings in the schools that are currently overstaffed.

FISCAL IMPACT

The cost savings derived from implementing this recommendation would be \$30,852 for 2007-08 or \$154,260 over a 5-year period. The annual figure is based on the division's average hourly rate of \$8.57 per food service worker ($\$8.57 \times 20 \text{ hours} = \$171.40 \times 180 \text{ days} = \$30,852$). Benefits are not provided to these staff members.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reduce Daily Labor Costs	\$30,852	\$30,852	\$30,852	\$30,852	\$30,852

FINDING

Food services labor costs in RCPS are higher than the best practice level of 40 percent of revenue.

Exhibit 6-3 shows the actual costs for the three most recent school years. As indicated, the total labor expenditure was between 47 and 50 percent of revenue each year. This continuously high percentage was not the result of lower than best practice MPLH but rather of the high cost of salaries and the abundance of staff in the administrative office.

**EXHIBIT 6-3
LABOR COST ANALYSIS
ROANOKE CITY PUBLIC SCHOOLS
2005-2007 SCHOOL YEARS**

SCHOOL YEAR	TOTAL LABOR COSTS	TOTAL REVENUE	PERCENTAGE OF LABOR COSTS TO REVENUE
2003-04	\$2,351,283	\$4,737,624	49.63%
2004-05	\$2,466,737	\$5,146,212	47.93%
2005-06	\$2,480,615	\$5,268,592	47.08%

Source: Roanoke City Public Schools, department of food and nutrition, 2007.

The higher than best practice labor cost in RCPS is contributing to the lack of a three-month food service fund balance, which is the appropriate reserve level for school divisions.

By keeping labor costs below 40 percent of total revenue, the division would be better aligned with best practices, as is the case in Renton School District of Washington.

RECOMMENDATION 6-2:

Reduce labor costs to best practice levels of 40 percent of revenue.

By reducing labor costs, Roanoke City Public Schools should gain a healthier fund balance and have a stronger financial statement. The division should meet with impacted staff immediately to prepare for the reduction in hours if meal counts are not improved to the best practice levels shown in **Exhibit 6-2**.

FISCAL IMPACT

By reducing labor costs to 40 percent of revenue, RCPS should see a cost savings of \$373,178 per year. This estimate was derived as follows: 47% of total labor costs or \$2,480,615 – 40% of total labor costs or \$2,107,437 = \$373,178/yr. – \$30,852 (from **Recommendation 6-1**) = \$342,326/yr. The estimated 5-year cost savings would thus be \$1,711,630.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reduce Labor Costs	\$342,326	\$342,326	\$342,326	\$342,326	\$342,326

6.2 Procedures

Food service procedures manuals provide important information to drive internal operations. An absence of formal procedures creates the potential for misinterpretations and omissions within food service operations.

Procedures also provide the basis for staff to understand the necessity of compliance with federal, state, and local regulations and are essential to efficient food service operations.

FINDING

The division is not in possession of a current point-of-sale procedures manual.

RCPS recently upgraded its point-of-sale system, Café Enterprise, through Data Business Systems, Inc., of Virginia Beach. The agreement signed by the division includes hardware, software, and software maintenance; however, the division has not yet received a procedures manual for the latest version, which features significant upgrades.

According to staff interviews, RCPS has repeatedly requested this information and has been told by the vendor that the manual has not been created yet. As a result, the division does not know how to create and run reports that are needed to properly manage the division cafeterias.

A lack of procedures manuals for a finance-driven data system is unacceptable, and the division should seek monetary reimbursement for maintenance until such a manual has been provided by the vendor.

RECOMMENDATION 6-3:

Schedule a meeting between the superintendent, the associate superintendent of business management, and the vendor to determine when a point-of-sale procedures manual will be provided and the consequences of not having one following the implementation of the upgrade.

The senior management of the division should meet with the vendor to determine when the manual will be delivered. Furthermore, the division should verify that the vendor will properly test the manual as a quality control step. Both parties should agree on a financial reimbursement as manuals are typically part of the deliverable for all software and updates should be provided automatically. The lack of a procedures manual prevents the division from adequately monitoring food service operations.

FISCAL IMPACT

This recommendation can be implemented using existing staff and should produce a cost savings through either a reduction in the annual fee or a rebate for a portion of the upgrade; however, this amount should be determined through vendor negotiations.

FINDING

The school division has a few frozen food items that have passed their expiration date.

The review team found three boxes of oatmeal cookies in the freezer at Breckinridge Middle School that had expired one month prior to the on-site visit. Staff indicated that they “knew there were some older items and had been meaning to clean out the freezer and refrigeration units.”

While visiting Lincoln Terrace Elementary, the team also found cinnamon rolls that were four months past their expiration date as well as blueberry muffins that were two months past their expiration date. Again, staff were aware of the items and indicated that they had not been able to clean out the units lately.

If routine checks are not performed for expired products, staff may accidentally prepare the items and sell them to students. This scenario could lead to sickness among students. Furthermore, by failing to keep track of expiration dates, the district ends up wasting food that it has either purchased or procured through commodities.

It is common practice among school divisions to use the first-in-first-out (FIFO) method of food usage. The division should implement and mandate this approach and discard expired foods immediately.

RECOMMENDATION 6-4:

Ensure that all kitchen managers discard all foods that are currently past their expiration dates and implement the first-in, first-out method for preparing meals to use food before it expires.

The implementation of this recommendation will allow for the use of all food paid for by the division as well as items provided through USDA commodities. This recommended practice will also eliminate the possibility of expired foods being prepared and sold.

Additionally, the division should immediately discard all foods that are past their expiration date.

FISCAL IMPACT

This recommendation can be implemented using existing staff resources and should provide cost savings by preventing purchased food from going to waste.

6.3 Financial Performance

Financial performance is important to any school business operation. School divisions must adhere to proper financial practices related to food service operations, since there are implications from a local, state, and federal perspective due to funding sources associated with food services.

School divisions should strive to have the equivalent of three months' worth of expenditures in their fund balances for food service operations. This amount allows for capital and other equipment replacement without having to use general funding.

FINDING

RCPS is not using USDA commodities effectively.

Commodities have only been supplementing the food service operations to a limited extent, as shown in **Exhibit 6-4**. As can also be seen in the exhibit, only 1.2 percent of the 2005-06 food budget was from USDA commodities, following a 1.4 percent use during the previous year.

**EXHIBIT 6-4
COST OF FOOD SERVICES SUPPLIES BY VENDOR
ROANOKE COUNTY PUBLIC SCHOOLS
2004-05 AND 2005-06**

VENDOR	DESCRIPTION OF PRODUCTS	SCHOOL YEAR	
		2004-05	2005-06
Dan Valley Foods	Frozen/Canned/Staples/Supplies	\$656,222	\$78,390
Roanoke Fruit and Produce	Fresh Produce	\$222,061	\$245,244
US Food Service/Roanoke Restaurant	Frozen/Canned/Staples/Supplies	\$19,449	\$1,303,490
Coca-Cola	Canned/Bottled Drink Products	\$48,244	\$48,736
UTZ Snacks	Snack Foods	\$9,325	\$7,639
United Dairy	Milk/Dairy	\$0	\$57,393
Total Food-Related Costs:		\$955,301	\$1,740,892
Quality Foods	USDA Commodities	\$13,605	\$20,810

Source: Roanoke City Public Schools, department of food and nutrition, 2007.

USDA donates commodities to school divisions throughout the country. These commodities help school division food service operations greatly reduce the expense of purchasing food-related products. This process allows school divisions to meet the needs of students without having to use many local vendors. Dairy products, bread, and fresh produce are the exceptions; school divisions can purchase these items from local vendors through a competitive bid process.

If RCPS continues to make ineffective use of USDA commodities, food costs will rise needlessly, thus increasing expenditures for the division.

A more effective approach is to use the commodities as the main source of food and supplement fresh produce, bread, and dairy as needed.

RECOMMENDATION 6-5:

Use USDA commodities as the primary source of food in the school division and supplement with local vendors as needed.

USDA-donated commodities should be used for the majority of food items. If food needs to be purchased on special occasions, enough portions should be ordered to accommodate meals throughout the school division and not only for one or two schools. The implementation of this recommendation should provide a more cost-efficient food purchasing strategy for Roanoke City Public Schools.

FISCAL IMPACT

RCPS should experience a cost savings of at least \$300,000 per year based on items purchased. The division's main source of food should be USDA commodities, which should afford the division a substantial reduction in food costs. The cost savings is a conservative amount based on current expenditures of \$1,740,892 + \$20,810 = \$1,761,702 x 20% = \$352,340 less the current USDA commodities.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Maximize Use of USDA Commodities	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000

FINDING

The division has not implemented a formal practice of reviewing meal prices in area school divisions.

Staff indicated that they informally review and analyze meal prices in the surrounding division, but no documentation is kept. There is no set period of time when this review process is performed, and without documentation there is little the division can say when the superintendent, Board, or parents question any change that is warranted.

MGT has reviewed the meal prices in both peer and surrounding school divisions. **Exhibits 6-5** through **6-8** compare RCPS breakfast and lunch prices, respectively to those of the other school divisions.

As shown in **Exhibits 6-5** and **6-6**, RCPS was at or below the peer division average for full- and reduced-price breakfast and above the cost for lunch meals during the 2006-07 school year.

**EXHIBIT 6-5
BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Roanoke City	\$0.70	\$0.70	\$0.70	\$0.30	\$0.30	\$0.30
Hopewell City	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Lynchburg City	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
Hampton City*	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Newport News City	\$0.80	\$0.80	\$0.80	\$0.30	\$0.30	\$0.30
Portsmouth City*	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
PEER DIVISION AVERAGE	\$0.84	\$0.86	\$0.86	\$0.30	\$0.30	\$0.30

Source: Virginia Department of Education Web site, 2007.

* Hampton City and Portsmouth City are not included in the peer division average since both divisions have opted to serve free breakfast to all students in their respective divisions.

**EXHIBIT 6-6
LUNCH PRICES AMONG PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Roanoke City	\$1.65	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Hopewell City	\$1.50	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
Lynchburg City	\$1.40	\$1.60	\$1.60	\$0.40	\$0.40	\$0.40
Hampton City	\$1.20	\$1.40	\$1.40	\$0.40	\$0.40	\$0.40
Newport News City	\$1.50	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Portsmouth City	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
PEER DIVISION AVERAGE	\$1.35	\$1.46	\$1.46	\$0.38	\$0.38	\$0.38

Source: Virginia Department of Education Web site, 2007.

Exhibit 6-7 compares breakfast meal prices among area school divisions. As shown:

- RCPS is at the area division average for reduced-price breakfasts at both elementary and secondary schools.
- The division is below the area average for full-price breakfasts at both elementary and secondary schools.

**EXHIBIT 6-7
BREAKFAST PRICES AMONG AREA SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Roanoke City	\$0.70	\$0.70	\$0.70	\$0.30	\$0.30	\$0.30
Salem City	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
Bedford County	\$0.85	\$0.85	\$0.85	\$0.30	\$0.30	\$0.30
Lynchburg City	\$0.85	\$0.95	\$0.95	\$0.30	\$0.30	\$0.30
Roanoke County	\$0.85	\$0.85	\$0.85	\$0.30	\$0.30	\$0.30
Franklin County	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30
AREA DIVISION AVERAGE	\$0.88	\$0.89	\$0.89	\$0.30	\$0.30	\$0.30

Source: Virginia Department of Education Web site, 2007.

Exhibit 6-8 compares lunch meal prices among area school divisions. As shown:

- RCPS is consistent with the area division average for reduced-price lunches at both elementary and secondary schools.
- The division is \$0.02 higher than the area average for full-price lunches at elementary schools.

- The division is \$0.07 lower than the area average for full-price lunches at middle schools.
- The division is \$0.08 lower than the area average for full-price lunches at high schools.

**EXHIBIT 6-8
LUNCH PRICES AMONG AREA SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Roanoke City	\$1.65	\$1.65	\$1.65	\$0.40	\$0.40	\$0.40
Salem City	\$1.70	\$1.80	\$1.90	\$0.40	\$0.40	\$0.40
Bedford County	\$1.50	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
Lynchburg City	\$1.40	\$1.60	\$1.60	\$0.40	\$0.40	\$0.40
Roanoke County	\$1.75	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
Franklin County	\$1.75	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
AREA DIVISION AVERAGE	\$1.63	\$1.72	\$1.73	\$0.40	\$0.40	\$0.40

Source: Virginia Department of Education Web site, 2007.

If the division does not formalize a plan to ensure that meal prices are at the average for the area, it will not be able to capture its full earnings potential. Therefore, RCPS needs to develop an approach to evaluate and adjust meal prices.

RECOMMENDATION 6-6:

Formalize an annual plan to gather and analyze area school division meal prices to bring RCPS prices into alignment with the average.

The division should implement this recommendation in order to document the reasons for maintaining or raising student meal prices. An annual analysis will provide the superintendent with the adequate documentation should questions arise during Board meetings. Additionally, information on reasons for future increases should be kept on file so that parents can access it easily.

FISCAL IMPACT

The implementation of this recommendation should yield an annual increase in revenue of \$99,323. MGT based this estimate on 2006-07 meal prices and the annualized number of meals served during the current year.

The breakdown of the fiscal impact is shown in **Exhibit 6-9**.

**EXHIBIT 6-9
ANNUAL PLAN FORMULATION
FISCAL IMPACT**

SCHOOL	AVERAGE NUMBER OF FULL-PAY BREAKFASTS SERVED PER YEAR	ADDITIONAL REVENUE - BREAKFAST PER MEAL	AVERAGE NUMBER OF FULL-PAY LUNCHESES SERVED PER YEAR	ADDITIONAL REVENUE - LUNCH PER MEAL
Elementary		\$0.18		\$0.00
Crystal Spring	3,310	\$596	22,329	\$0
Fairview	4,317	\$777	14,684	\$0
Fallon Park	3,959	\$713	11,582	\$0
Fishburn Park	4,298	\$774	15,306	\$0
Forest Park	580	\$104	3,009	\$0
Garden City	2,982	\$537	10,538	\$0
Grandin Court	4,198	\$756	8,236	\$0
Highland Park	3,688	\$664	8,532	\$0
Huff Lane	1,963	\$353	10,206	\$0
Hurt Park	492	\$89	1,571	\$0
Lincoln Terrace	1,363	\$245	4,440	\$0
Monterey	5,796	\$1,043	20,879	\$0
Morningside	3,106	\$559	10,838	\$0
Oakland	1,085	\$195	6,659	\$0
Preston Park	3,287	\$592	10,567	\$0
Raleigh Court	3,636	\$654	19,389	\$0
Roanoke Academy	2,181	\$393	6,631	\$0
Round Hill	2,366	\$426	12,427	\$0
Virginia Heights	3,644	\$656	9,338	\$0
Wasena	2,372	\$427	12,625	\$0
Westside	2,321	\$418	15,203	\$0
Total Meals and Additional Revenue:	60,944	\$10,970	234,989	\$0
Middle		\$0.19		\$0.07
Addison	1,636	\$311	11,998	\$840
Breckinridge	2,226	\$423	30,101	\$2,107
Jackson	756	\$144	15,132	\$1,059
Madison	1,352	\$257	20,636	\$1,445
Ruffner	1,141	\$217	20,193	\$1,414
Wilson	1,611	\$306	24,920	\$1,744
Total Meals and Additional Revenue:	103,278	\$19,341	498,742	\$8,609
High		\$0.18		\$0.08
William Fleming	1,238	\$223	32,397	\$2,592
Patrick Henry	3,346	\$602	30,451	\$2,436
Total Meals and Additional Revenue:	201,526	\$38,157	62,848	\$22,245
Total Revenue:	-	\$68,469	-	\$30,854

Source: MGT of America, Inc., 2007.

Based on the above, the implementation of this recommendation should yield a total of \$496,615 in revenue over 5 years.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Increase Meal Prices	\$99,323	\$99,323	\$99,323	\$99,323	\$99,323

6.4 Student Meal Participation

Maximizing student meal participation has two important benefits to school divisions:

- Students who eat nutritious meals each day can learn more effectively.
- Cash sales of food and federal reimbursement for meals served are two significant sources of revenue for school divisions.

FINDING

Secondary schools throughout the division have not scheduled adequate time for breakfast.

Interviews with staff indicated that principals are allowed to set breakfast times for the division. While this practice may seem appropriate for site-based management, it does not allow enough time each morning for students to have breakfast. **Exhibit 6-10** shows the breakfast meal times for each school in the division. As indicated:

- Elementary school breakfast periods range from 20 to 50 minutes.
- Middle school breakfast periods range from 10 to 25 minutes.
- High school breakfast periods range from 20 to 45 minutes.

**EXHIBIT 6-10
ROANOKE CITY PUBLIC SCHOOLS
BREAKFAST SCHEDULE BY SCHOOL
2006-07 SCHOOL YEAR**

SCHOOL	TIMES
Elementary	
Crystal Spring	8:45–9:05
Fairview	8:30–9:20
Fallon Park	7:45–8:10
Fishburn Park	8:15–9:00
Forest Park	8:15–9:40
Garden City	8:35–10:00
Grandin Court	8:30–9:00
Highland Park	8:30–9:20
Huff Lane	7:45–8:00
Hurt Park	8:30–9:30
Lincoln Terrace	8:25–9:15
Monterey	7:45–8:30
Morningside	8:30–9:15
Oakland	8:35–9:00
Preston Park	8:35–9:15
Raleigh Court	8:20–9:00
RAMS	8:30–9:00
Round Hill	7:45–8:15
Virginia Heights	8:30–9:00
Wasena	8:30–9:00
Westside	7:45–8:30
Middle	
Addison	7:05–7:18
Breckinridge	7:05–7:15
Jackson	7:00–7:15
Madison	7:05–7:30
Ruffner	7:05–7:20
Woodrow Wilson	7:05–7:30
High	
Fleming	7:25–7:45
Patrick Henry	7:30–8:15

Source: Roanoke City Public Schools, department of food and nutrition, 2007.

Research has shown that students perform better after having breakfast. Therefore, it seems unreasonable to allow only 10 to 13 minutes each morning for students to participate in the school breakfast program. This is hardly enough time for them to exit the bus, walk through the cafeteria line for food selection, enter their personal identification number in the point-of-sale system, and eat breakfast before hurrying off to class. MGT observed this practice in the division. Although no child was seen being turned away from breakfast, there was not enough time for every student to participate.

The practice of dropping off students either immediately before or at school start times does not allow the opportunity for breakfast participation, and the school division loses federal reimbursement funding for every child who is not able to participate. This time crunch is compounded when buses arrive even one or two minutes behind schedule.

Other school divisions make arrangements with transportation and school administrators prior to the beginning of each school year to ensure that all students are picked up at a reasonable hour and then dropped off at school with enough time to have a proper breakfast.

RCPS needs to better coordinate the scheduling of bus transportation and school start times to ensure that every student has the opportunity to eat a nutritious breakfast before class on a daily basis. This recommended practice is particularly important for students who have not eaten since lunch at school the previous day, and it makes financial sense given the federal reimbursements available to the school division.

RECOMMENDATION 6-7:

Schedule bus transportation and school start times to allow all students sufficient opportunity to eat breakfast each day.

RCPS administration should review each school's schedule to ensure that a minimum of 20 to 30 minutes is provided for students to eat breakfast. This period should extend from when the last bus arrives to the start time of school.

The superintendent should make certain that student arrivals are scheduled at least 25 to 30 minutes prior to the bell in order for all students to participate in the breakfast program, which will result in increased reimbursements for the division.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing staff and should provide additional revenue through federal reimbursements to the school division due to increased student participation. The specific amount of revenue to be gained cannot be determined at this time.

FINDING

Each school kitchen within the division stores USDA commodities separately from non-commodities. Schools have clearly labeled storage racks to indicate USDA commodities versus those items purchased from area vendors.

This separation allows staff to inventory items more efficiently. As a result, staff can provide inventory figures promptly to central office staff during month-end procedures associated with journal entries within the general ledger to accurately reflect inventory on hand.

COMMENDATION 6-A:

RCPS is commended for storing food-related goods on clearly marked shelves in order to conduct monthly inventories in an efficient manner.

FINDING

The division reports having large amounts of student charges for meals that principals must pay from their activity funds.

Though hard data could not be found, staff interviews held by the review team indicated a divisionwide issue of potentially \$1,000 or more having to be reduced from activity fees to cover breakfast or lunch served to students who are not approved for free or reduced-price meals.

While it is commendable that principals and food service staff do not want students to go hungry, the downside of this practice is that the division incurs unexpected costs. In addition, this practice could potentially cause problems of favoritism by either student or school, which may lead to huge equity issues within the division.

Baxter Springs USD in Kansas uses a policy of enforcing prepayment of meals while not allowing students to charge more than \$10. Other school divisions in the country offer bread and cheese sandwiches or a peanut butter and jelly sandwich to students for this purpose instead of allowing any charges. Cups are provided to access water using the water fountains in or nearby the cafeteria. Either of these options would work for RCPS to alleviate the current meal charge issue.

RECOMMENDATION 6-8:

Draft and phase in a divisionwide policy to prevent breakfast or lunch from being charged to the school by students who are not in the free or reduced-price meal program.

The division should draft the policy and use a phased-in approach to fully implement this recommendation. Food service staff should notify their principal whenever this situation arises, and the principal should contact the parents after five days. The principal should follow up with the food service director to research if the student should be receiving free or reduced-price meals by checking with TANF (Temporary Assistance to Needy Families) disbursements.

FISCAL IMPACT

Since documentation could not be provided on the actual amount charged to each school and subsequently covered by activity fees, hard dollar savings cannot be determined at this time.

FINDING

Cafeteria staff are not always ready to serve students during lunch periods.

During MGT's on-site visits, between 40 and 50 students were forced to wait for cafeteria staff to open the serving area at Fleming High School. These students waited for between five and seven minutes after the lunch bell rang to start the lunch period. Staff were not able to provide any reason for the delay, and the review team did not see any need for the delay while observing staff during this time.

Once the serving areas were open, students had to wait for the pizza to be sliced and placed on a plate. Students also had to wait for staff to put fries into serving containers. This resulted in an additional wait time for every student in these particular lines.

If the division continues to be inadequately prepared for students at lunch time, participation rates will decline, causing a reduction in revenue from both sales and reimbursement funds.

A more effective and efficient practice would be for the division to implement standards requiring all staff to be prepared to serve students by the time the lunch period begins so that no students are waiting for a cafeteria line to open.

RECOMMENDATION 6-9:

Develop and implement standards requiring all staff to be prepared to serve students when the lunch period begins each day.

The implementation of this recommendation should include steps to ensure that pizza is already sliced and servings of fries are already placed on plates under heating lamps. This should move students through the lines at a much quicker pace and will likely increase student participation.

FISCAL IMPACT

The implementation of this recommendation can be accomplished by existing resources using approximately two hours to create/establish/distribute and provide training on the standard. Thereafter, ongoing spot checks to ensure the standard is followed should be conducted by the food services manager at the school.

6.5 Staff Development

Staff development not only allows employees to grow in their current position but also provides a mechanism for promotional opportunities within their career path. Additionally, staff or professional development provides an avenue for employees to learn new skills if their interest should move towards other areas within the school system.

FINDING

The RCPS department of food and nutrition has developed a “potential assistant manager” training program.

As indicated in staff interviews and RCPS documentation, assistant manager training classes are held on an ongoing basis. These classes take food service staff through their day, from unlocking the doors in the morning to closing up the cafeteria and kitchen at the end of the day. As shown in **Exhibit 6-11**, there are nine different subjects that the trainee must study. The four coordinators in the division each teach a class or two in their respective areas of expertise. This practice lets the trainee gain experience and interact with each coordinator who may one day be his or her direct supervisor. At the end of the class, a pass/fail test is given to each candidate.

**EXHIBIT 6-11
ROANOKE CITY PUBLIC SCHOOLS
ASSISTANT MANAGER TRAINING COURSE
2006-07 SCHOOL YEAR**

TRAINING COURSE
■ Introduction/Public Relations/Customer Service
■ Nutrition/Menu Planning
■ Ordering/week 1 of 2
■ Ordering/week 2 of 2
■ Inventory
■ Production Record
■ Sanitation
■ Computer
■ Regulations
■ Final Test
■ Make-up Session (as needed)

Source: Roanoke City Public Schools, department of food and nutrition, 2007.

Once a staff member has passed the training, he or she is used to stand in for a manager who is absent for the day. This allows the trainee to gain some actual experience in managing and avoid being overwhelmed once they are promoted into an assistant manager position.

This practice also allows the division to promote from existing staff without a lot of downtime spent on training for the position. This is a unique practice that other school divisions around the country could implement.

COMMENDATION 6-B:

The department of food and nutrition has implemented a unique and commendable approach to training staff for the assistant manager position in order to promote from within.

7.0 TRANSPORTATION

7.0 TRANSPORTATION

This chapter presents findings, commendations, and recommendations relating to the transportation function in Roanoke City Public Schools (RCPS). It is divided into the following major sections:

- 7.1 Efficiency and Effectiveness of the Transportation System
- 7.2 Policies and Procedures Impacting the Transportation Function
- 7.3 Training and Safety
- 7.4 Routing and Scheduling
- 7.5 Vehicle Acquisition and Maintenance

CHAPTER SUMMARY

RCPS provides effective student transportation services. However, greater efficiencies could be achieved. The transportation department is in compliance with most Virginia Department of Education (VDOE) policies and procedures but could improve cost control and deliver students to and from their destinations more efficiently. Implementation of the improvements recommended in this chapter should increase efficiency, personnel retention, and operational integrity.

Commendations in this chapter include:

- The transportation department is commended for accomplishing a highly effective training and safety program, thereby ensuring that qualified bus drivers and attendants are available to transport students safely to and from school.
- The director of transportation and his staff are commended for working with the homeless student advocate to provide transportation for homeless students.
- The director of transportation and the lead garage foreman are commended for creating extended vehicle maintenance hours that improve the quality of repairs and scheduled maintenance in RCPS.

The director of transportation reports to the associate superintendent for management. Overall, RCPS accomplishes its mission to transport students to and from school on a daily basis. Key recommendations in this chapter include:

- Refine and update the organization of the transportation department to maximize efficiency.
- Consider establishing a 13-year bus replacement plan.
- Eliminate seven buses from the current spare bus inventory and establish a policy to limit the number of spare buses in RCPS and capture cost savings.

- Eliminate existing school attendance zones and establish new attendance zones that correspond to contemporary education requirements and make a final determination on establishing a two-tiered transportation system.
- Fully utilize the TRAPEZE/SMARTR system to obtain the benefits of the division's investment in an automated system and achieve efficiencies and cost effectiveness.
- Require, budget, and fund ASE certification for mechanics.

MGT found that the division needs to improve in the areas of bus replacement policy, spare bus policy, routing and scheduling, and maximizing student bus capacity. The following is a brief summary of each of these areas.

- Bus replacement policy. VDOE advocates that school divisions have a bus replacement policy. With 143 buses in the total inventory (though only 122 are considered by the department of transportation for operational purposes), RCPS has no documented, Board-sanctioned bus replacement policy. The RCPS bus replacement policy should be reviewed and adjusted.
- Spare bus policy. The RCPS spare bus policy should be reviewed and adjusted. Normally, a 10 percent spare bus policy is considered adequate for school bus fleets. RCPS has 21 spare buses when 14 would be adequate to achieve a 10 percent spare bus policy. Therefore, seven buses could be eliminated from the fleet, creating cost savings.
- Routing and scheduling. The routing and scheduling of student transportation services are not efficient. The director of transportation makes limited use of automated software technology available for these purposes. Moreover, the overall program is not fully integrated, and personnel assets and technology available are not maximized.
- Maximizing student bus capacity. The transportation department is not able to maximize student bus capacity due to outdated attendance zones, which also increase deadhead miles significantly.

Other areas could also be improved; these are discussed later in this chapter.

INTRODUCTION

The City of Roanoke, Virginia, located in the southwest area of the Commonwealth, is in Roanoke County and has a population of approximately 93,600 people. RCPS consists of 21 elementary schools, six middle schools, and two high schools. During the 2006-07 school year, RCPS provided regular and exclusive school bus service to 10,255 students throughout the city. Among those served were 2,195 special education

students, who, because of their various disabilities or special needs, require special transportation arrangements to school sites throughout the city.

Section 22.1-176 of the Code of Virginia states, in part, “School boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation....” RCPS offers all students free bus transportation to and from school within the student’s attendance area. Transportation is also provided between the home and school or other educational facilities operated by RCPS in which the student is enrolled. Additionally, students may be required to meet a bus at an assigned stop located up to one-half mile from his/her residence on a Commonwealth-maintained road.

RCPS is substantially in compliance with VDOE policies and procedures. Overall, RCPS provides efficient student transportation services. It performs this responsibility competently and provides students with safe transportation. However, MGT of America found several issues that should be corrected or improved. Implementation of the recommendations outlined in this section will have fiscal impacts and also increase efficiency, personnel retention, and operational integrity.

Results of MGT’s numerous interviews with key personnel focus groups with bus drivers and attendants; and VDOE data; and other information are incorporated as necessary to support these recommendations.

The population of the City of Roanoke has declined slightly in recent years. **Exhibit 7-1** shows that the city population declined from 94,737 in the 2000-01 school year to 92,631 in 2005-06 for a decrease of 2,106, or 2.2 percent. A lesser declining trend can be seen in comparable Virginia cities. The peer population average declined from 101,594 in the 2000-01 school year to 101,324 in 2005-06 for a decrease of 270, or only .003 percent. Hopewell and Lynchburg experienced small increases in population.

**EXHIBIT 7-1
POPULATION GROWTH TRENDS
ROANOKE COMPARED TO OTHER CITIES
2000-05**

SCHOOL DIVISION	2000-01	2003-04	2005-06
Roanoke City Public Schools	94,737	92,686	92,631
Hampton City Public Schools	146,370	145,419	145,579
Hopewell City Public Schools	22,297	22,372	22,690
Lynchburg City Public Schools	65,196	65,932	66,973
Newport News City Public Schools	180,549	181,255	179,899
Portsmouth City Public Schools	100,415	99,198	100,169
POPULATION AVERAGE	101,594	101,144	101,324

Source: Coopercenter.org, VA Population Estimates, 2006.

In view of the slight population decline seen in the City of Roanoke, it is important to learn if there have been corresponding decreases in the student population. **Exhibit 7-2** reveals that RCPS enrolled 11,370 students in 2000-01. That number declined to 8,644 in 2004-05 for a loss of 2,726 students. The peer division average was 13,528 students in 2000-01. That number increased in 2004-05 to 14,474. As the RCPS population declined 24 percent, the peer average increased by 7 percent. RCPS is aware of the

student population decline, but has every confidence that declines in recent years have been slight and expectations are there will be near-term student population increases.

**EXHIBIT 7-2
STUDENT POPULATION
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Roanoke City Public Schools	11,370	10,209	9,422	9,207	8,644
Hampton City Public Schools	17,925	17,245	21,800	23,789	21,123
Hopewell City Public Schools	4,920	4,927	4,580	4,200	4,266
Lynchburg City Public Schools	6,827	6,357	6,629	6,295	6,528
Newport News City Public Schools	28,587	28,884	29,844	29,219	29,884
Portsmouth City Public Schools	9,380	8,821	10,870	8,975	10,567
PEER DIVISION AVERAGE	13,528	13,247	14,745	14,496	14,474

Source: Commonwealth of Virginia, Department of Education, Transportation Reports 2000-2005, 2006.

Note: Numerical entries are totals for students transported during morning and afternoon runs.

One important effectiveness/efficiency measure for the transportation function is total yearly transportation costs. **Exhibit 7-3** shows that the RCPS transportation budget rose from \$4,269,407 in 2000-01 to \$5,956,883 in 2004-05 for an increase of \$1,687,476, or 40 percent. The peer school division average rose from \$5,460,548 in 2000-01 to \$6,801,217 in 2004-05 for an increase of \$1,340,669, or 25 percent. The figures show that the RCPS budget increased by 40 percent in spite of a 24 percent decline in student population. During the same period, the peer division average showed a 24 percent budget increase to support a 7 percent increase in student population.

**EXHIBIT 7-3
TOTAL YEARLY TRANSPORTATION COSTS
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Roanoke City Public Schools	\$4,269,407	\$4,416,454	\$4,578,096	\$5,465,669	\$5,956,883
Hampton City Public Schools	\$7,510,167	\$7,590,524	\$8,209,039	\$7,710,534	\$9,190,494
Hopewell City Public Schools	\$503,640	\$578,789	\$584,532	\$649,229	\$700,671
Lynchburg City Public Schools	\$3,191,486	\$3,175,631	\$3,071,882	\$3,191,072	\$3,820,791
Newport News City Public Schools	\$11,820,687	\$11,256,163	\$12,406,940	\$13,092,586	\$15,175,629
Portsmouth City Public Schools	\$4,276,760	\$3,894,732	\$5,721,539	\$4,950,031	\$5,118,498
PEER DIVISION AVERAGE	\$5,460,548	\$5,299,168	\$5,998,786	\$5,918,690	\$6,801,217

Source: Commonwealth of Virginia, Department of Education, 2007.

Exhibit 7-4 provides insight on the number of regular students provided transportation services over a 5-year period. RCPS transported 9,055 students in 2000-01. This figure declined to 7,719 in 2001-02 and to 7,107 in 2002-03, then increased to 7,455 in 2003-04 and to 7,877 in 2004-05. There was an overall decline from 2000-01 to 2004-05 of 1,172 students in RCPS during the 5-year period. The peer school division average showed a similar pattern of increases and decreases of regular students transported during this five-year period. However, there was an overall increase of 222 students for the peer schools divisions. These fluctuations may be related to populations moving out of the cities and a corresponding rise in charter and private school enrollments.

**EXHIBIT 7-4
NUMBER OF REGULAR STUDENTS TRANSPORTED
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Roanoke City Public Schools	9,055	7,719	7,107	7,455	7,877
Hampton City Public Schools	7,190*	15,390*	12,000*	12,487*	9,584*
Hopewell City Public Schools	4,698	4,781	4,407	3,969	4,200
Lynchburg City Public Schools	6,758	6,288	6,545	6,213	6,402
Newport News City Public Schools	27,858	27,939	28,898	28,230	28,659
Portsmouth City Public Schools	8,852	8,312	10,005	8,148	9,794
PEER DIVISION AVERAGE*	12,042	11,830	12,464	11,640	12,264

Source: Commonwealth of Virginia, Department of Education, 2007.

*The peer division average disregards Hampton City data because the large shift in numbers is not explainable, and may reflect reporting errors or non-comparative transportation factors in that city.

Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 7-5 shows the numbers of exclusive or special education students provided transportation services in RCPS and its peer divisions. It is important to point out that

exclusive or special education transportation services often take up a considerable amount of the budget of school divisions in the Commonwealth of Virginia. Specially equipped buses, special equipment, and the need for bus aides all contribute to the significant cost of transporting exclusive/special education students. **Exhibit 7-5** shows that the number of exclusive students transported over the 5-year period remained fairly stable in the first four years and averaged 2,359 in RCPS. The number dropped to 762 in 2004-05 as a result of a deliberate management effort to ensure full justification for prior years' large numbers.

The number of exclusive/special students transported in the peer school divisions averaged 604 and increased only .05 percent over 5 years, from 575 in 2000-01 to 635 in 2004-05. Fluctuations were minimal from year to year. RCPS exclusive student transportation service moved closer to the peer average in 2004-05.

**EXHIBIT 7-5
EXCLUSIVE STUDENTS TRANSPORTED
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Roanoke City Public Schools	2,315	2,490	2,315	2,315	762
Hampton City Public Schools	1,335	1,102	1,100	998	997
Hopewell City Public Schools	217	140	170	231	66
Lynchburg City Public Schools	69	69	84	82	126
Newport News City Public Schools	729	945	946	989	1,225
Portsmouth City Public Schools	524	505	863	824	760
PEER DIVISION AVERAGE	575	552	633	625	635

Source: Commonwealth of Virginia, Department of Education, 2006.

Note: Numerical entries are totals for students transported during morning and afternoon runs.

Exhibit 7-6 shows the number of buses and spare buses used for student transportation services. The total number of buses used for daily transportation services is shown on the left side of the slash mark; spare buses, on the right. Note that there are no data entries for 2003-04 and only a single number for 2004-05. RCPS had 123 buses and 16 spares in 2000-01 and 140 buses in 2004-05, and it appears that the division reported a comparable ratio of daily use buses to spare buses over the 5-year period.

The peer division average was 139 buses and 26 spares in 2000-01 and 176 buses in 2004-05. The 2004-05 figure 176 apparently includes both daily use and spare buses. It is useful to compare the percentage of spare buses in the RCPS fleet in the first three years to the peer division averages. RCPS had 12 percent, 11 percent, and 12 percent spare buses in the years 2000-03. The peer division averages were 16 percent, 13 percent, and 13.5 percent spare buses during the same three years. Thus, RCPS compares favorably with the peer division averages. It is important to point out that 10 percent is considered the optimal number of spares that a transportation unit should maintain according to *School Bus Fleet Magazine*. In summary, RCPS is equal to its peers with regard to maintaining the optimal number of spares.

**EXHIBIT 7-6
NUMBER OF BUSES AND SPARES PROVIDING TRANSPORTATION SERVICES
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01 1/2	2001-02 1/2	2002-03 1/2	2003-04	2004-05
Roanoke City Public Schools	123/16	124/15	122/17	*	140**
Hampton City Public Schools	121/19	121/19	154/19	*	235**
Hopewell City Public Schools	25/4	25/4	25/4	*	25**
Lynchburg City Public Schools	85/12	90/23	91/22	*	96**
Newport News Public Schools	328/82	334/42	343/51	*	406**
Portsmouth City Public Schools	134/14	127/18	127/18	*	116**
PEER DIVISION AVERAGE	139/26	139/21	148/23	*	176**

Source: Commonwealth of Virginia, Department of Education, 2006.

¹ Number of buses providing daily transportation services.

² Number of spares.

*No data provided by VDOE for this item in 2003-04.

** The VDOE report for 2004-05 does not include a separate entry for spare buses.

Exhibit 7-7 shows the number of deadhead miles in RCPS and its peer divisions. Deadhead miles are defined as mileage without student passengers and spent moving buses or vehicles to begin a route, going to a designated location and waiting until it is necessary to begin a route, or going to a designated location to pick up a student prior to commencing transportation service. If not controlled, deadhead miles can result in significant transportation costs.

In 2000-01, RCPS buses traveled 400,320 deadhead miles, compared to the peer division average of 491,693 for the same timeframe. In 2004-5, RCPS buses traveled 979,560 deadhead miles, an increase of 579,240 miles or 144 percent. The peer division average decreased from 491,693 deadhead miles in 2000-01 to 413,738 in 2004-05 for a reduction of 77,955 miles, or 16 percent. If one supposes that the high number of deadhead miles for 2004-05 reflects a reporting error and uses only the 2003-04 figure of 466,300, RCPS still shows an increase of 16 percent, while deadhead mileage declined in the peer divisions.

RCPS posits that the increase in deadhead miles between 2004 and 2005 is attributed in part to construction of the new bus garage over six miles away from a central location in and relocation in the northwest quadrant of the city. With improved automated routing and scheduling and other initiatives to discipline deadhead miles, RCPS expects to reduce future deadhead miles.

**EXHIBIT 7-7
DEADHEAD MILES
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Roanoke City Public Schools	400,320	406,992	572,973	466,300	979,560
Hampton City Public Schools	177,448	359,820	449,226	334,989	397,715
Hopewell City Public Schools	50,030	50,500	51,500	39,000	39,000
Lynchburg City Public Schools	561,422	556,176	490,432	16,174	175,680
Newport News Public Schools	1,177,872	1,970,718	925,836	1,499,401	1,383,700
Portsmouth City Public Schools	0	0	184,320	190,736	107,695
PEER DIVISION AVERAGE	491,693	734,304	420,263	416,060	413,738

Source: Commonwealth of Virginia, Department of Education, 2006. It is noted that Newport News and Portsmouth had declines in deadhead miles.

Exhibit 7-8 compares the transportation cost per pupil in RCPS and its peer divisions. Except for Hampton City Public Schools' fluctuating costs from year to year, the peer divisions show a gradual and steady increase in cost per pupil. The peer division average cost rose from \$464 in 2000-01 to \$522 in 2004-05, an increase of 12.5 percent. Over the same period, RCPS cost per pupil also increased, most significantly in 2003-04 and 2004-05. The cost rose from \$361 in 2000-01 to \$690 in 2004-05, an increase of \$329 per pupil. That represents a 91 percent increase—significantly greater than the peer division average rise in cost per pupil. Though Hopewell City Public Schools has lower per pupil transportation costs, it too has increased costs for the years shown. In view of circumstances that the significant variable analyzed is the peer division average, the data on Hopewell does not skew the data to any significant degree.

**EXHIBIT 7-8
TRANSPORTATION COST PER PUPIL
ROANOKE CITY PUBLIC SCHOOLS
COMPARED TO PEER SCHOOLS DIVISIONS
2000-05**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Roanoke City Public Schools Division	\$361	\$433	\$486	\$559	\$690
Hampton City Public Schools Division	\$881	\$460	\$627	\$572	\$869
Hopewell City Public Schools Division	\$102	\$118	\$128	\$155	\$164
Lynchburg City Public Schools Division	\$467	\$500	\$463	\$507	\$585
Newport News City Public Schools Division	\$413	\$390	\$416	\$448	\$508
Portsmouth City Public Schools Division	\$456	\$442	\$526	\$552	\$485
PEER DIVISION AVERAGE	\$464	\$382	\$432	\$447	\$522

Source: Commonwealth of Virginia, Department of Education, 2006.

Note: Calculations based on total cost divided by total number of students transported.

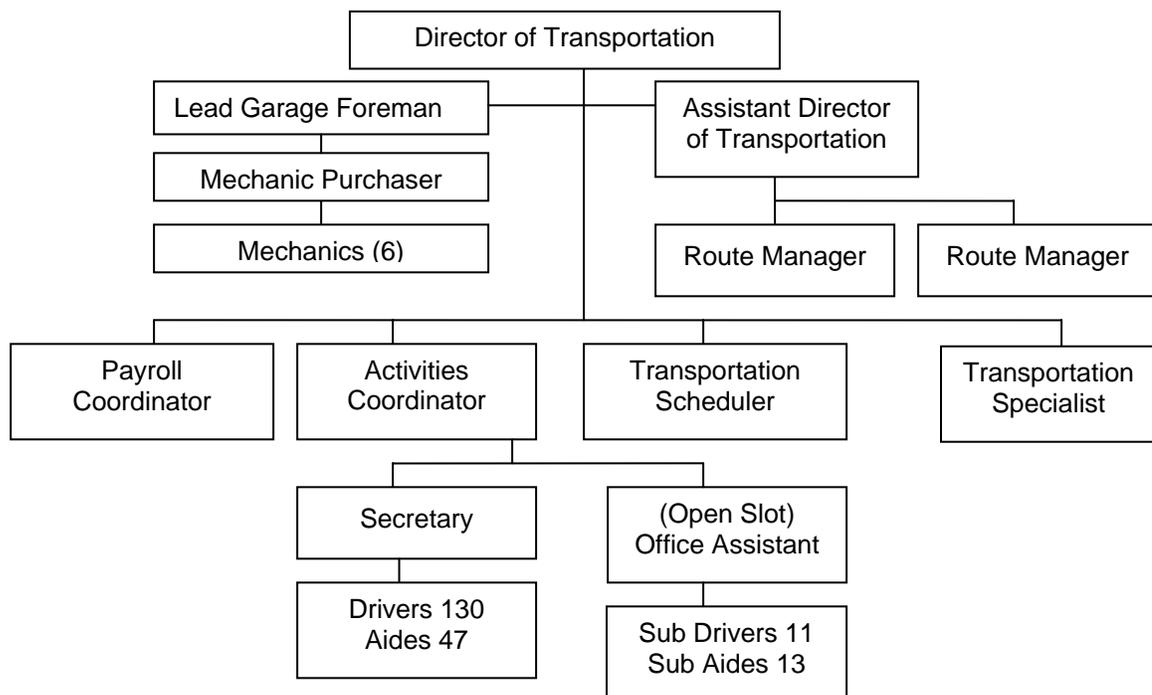
In summary, RCPS compares favorably with its peer divisions in managing exclusive student transportation requirements (**Exhibit 7-5**), and in maintaining an optimal ratio of spare buses to regular buses (**Exhibit 7-6**). Both areas impact total costs of

transportation services. However, the realities reflected by the data in Exhibits 7-3, 7-4, and 7-7 do have a negative impact on transportation costs, as indicated in Exhibit 7-8, and thus require management attention to determine causes and corrective actions.

7.1 Efficiency and Effectiveness of the Transportation System

Exhibit 7-9 depicts the organizational structure of the RCPS transportation department as shown to the MGT on-site consultant. The director of transportation has held his position for three years and reports to the associate superintendent for management.

**EXHIBIT 7-9
ORGANIZATIONAL CHART
TRANSPORTATION DEPARTMENT
ROANOKE CITY PUBLIC SCHOOLS
2006-07**



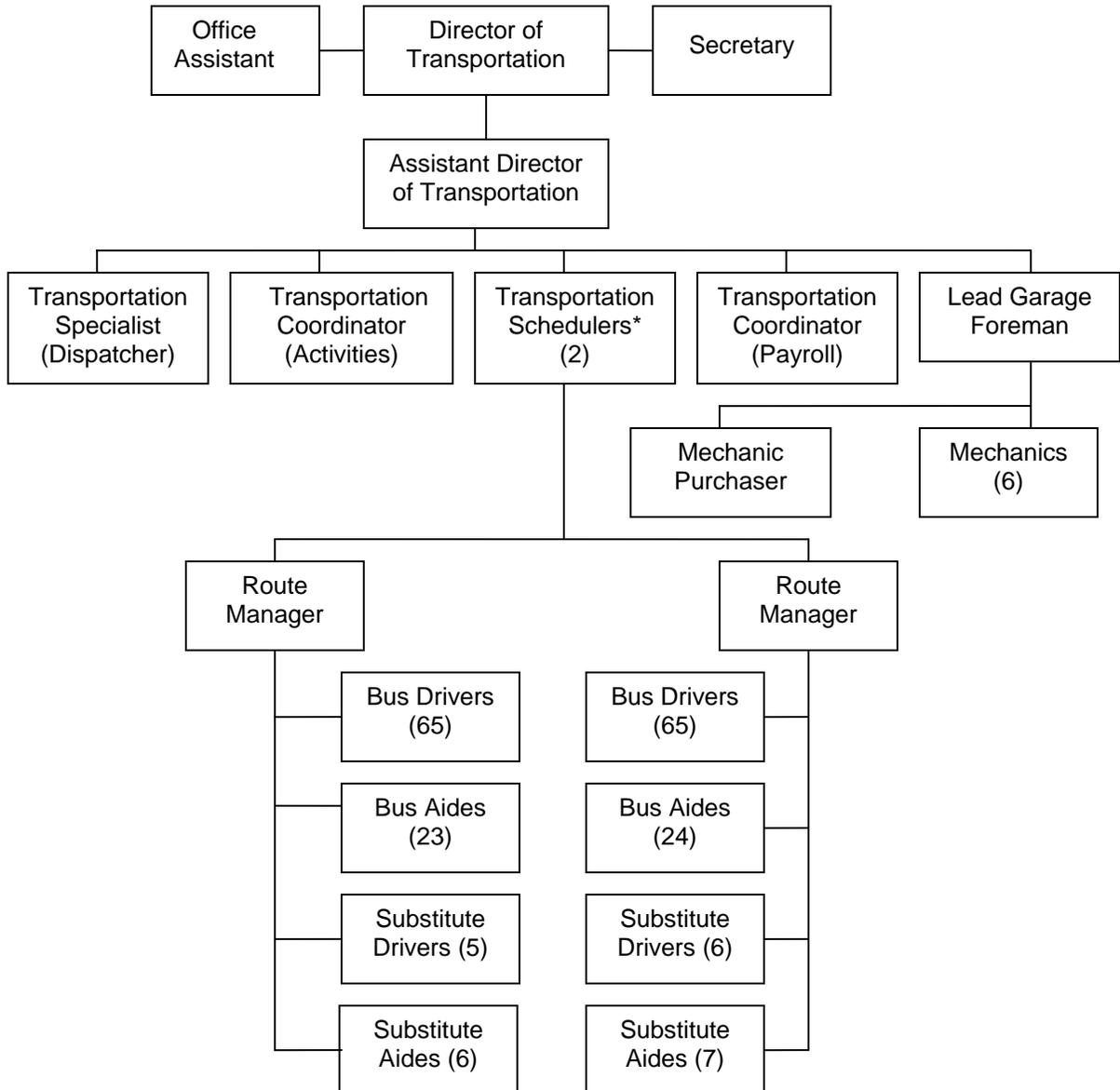
Source: Director of transportation, RCPS, February 2007.

FINDING

The organizational chart above does not reflect how the work was being accomplished or the actual reporting relationships.

The consultant met with the director of transportation and discussed organizational efficiencies. Exhibit 7-10 shows a proposed organization designed to streamline the transportation function and make it more efficient.

**EXHIBIT 7-10
PROPOSED ORGANIZATION
TRANSPORTATION DEPARTMENT
ROANOKE CITY PUBLIC SCHOOLS
2007-08**



Source: MGT of America and RCPS director of transportation, 2007.

*Regular and exclusive/special education routing and scheduling personnel.

RECOMMENDATION 7-1:

Refine and update the organization of the transportation department to maximize efficiency.

The associate superintendent for management should approve the proposed organizational plan for the transportation department. This recommendation should be

implemented upon receipt of this report. It should result in a more efficient organization and reflect how the department actually operates.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.2 Policies and Procedures Impacting the Transportation Function

FINDING

RCPS does not have a comprehensive school bus replacement policy, resulting in inconsistency in the procurement of replacement buses.

The RCPS transportation department has a total inventory of 143 buses. The director of transportation indicated to MGT that there was no written or documented bus replacement policy. Instead, buses are replaced as needed, and it is not unusual for the division to purchase a large number of buses in any given year.

Commonwealth of Virginia Regulations Governing Pupil Transportation – Revised January, 2004 state, “The responsibility for purchasing school buses and school activity vehicles which meet state and federal requirements rests with division superintendents and local school boards. A schedule for the replacement of buses on a continuing basis shall be developed and implemented by each school division.” RCPS has not developed such a schedule.

Exhibit 7-11 shows the bus replacement data provided by the transportation department.

**EXHIBIT 7-11
15-YEAR SCHOOL BUS REPLACEMENT DATA
ROANOKE CITY PUBLIC SCHOOLS
1992 THROUGH 2007 SCHOOL YEARS**

YEAR OF REPLACEMENT	BUSES REPLACED
1992	7
1993	10
1994	1
1995	8
1996	7
1997	5
1998	2
1999	1
2000	10
2001	6
2002	4
2003	4
2004	17
2005	0
2006	8
2007	1
TOTAL BUSES REPLACED	91
AVERAGE YEARLY BUS REPLACEMENT	6.06 Buses

Source: Roanoke City Public Schools, transportation department, 2007.

The data show that the purchase of buses in the division has been erratic and undisciplined over the past 15 years. In some years (1994, 1999, and 2007), only one bus was purchased. However, in 1993, 2000, 2004, RCPS purchased ten or more buses. The average cost of a school bus is approximately \$70,000. This means that RCPS purchased only one bus in 2007 at a cost of \$70,000 but spent over \$1.2 million in 2004 to purchase 17 buses. As shown in **Exhibit 7-11**, there were a number of years when an excessive number of buses were purchased and brought into the inventory. The data reveal that because the School Board has not mandated and does not enforce a bus replacement policy, buses are purchased in an undisciplined manner at great cost to provide student transportation services.

Over a 15-year period, RCPS replaced an average of 6.06 buses annually. If RCPS had had a disciplined bus replacement policy, it could have expended approximately \$420,000 yearly to replace buses that had become obsolete.

As mentioned earlier, the Commonwealth of Virginia encourages school divisions to develop and implement a schedule for the replacement of buses on a continuing basis. RCPS does not adhere to these guidelines. In addition, the state provides funding to school divisions to replace school buses, and that funding is on a 12-year fiscal cycle. Though this does not dictate a 12-year bus replacement cycle, it would be prudent for RCPS to seriously consider adopting a replacement policy that corresponds to a reasonable degree with the 12-year fiscal cycle.

A bus replacement plan is a valuable management tool that can increase efficiency, reduce costs, and improve inventory. RCPS has an all-diesel bus fleet and a competent

vehicle maintenance program. In addition, a reduction in the number of spare buses (RCPS has excess spare buses in its inventory) would result in a smaller school bus fleet and thus fewer buses to be replaced. These factors strongly suggest that the superintendent should establish a replacement policy with concurrence of the School Board. It is the prerogative of the RCPS leadership to adopt what it considers a realistic replacement policy. For illustration, the consultant proposes a 13-year bus replacement plan as a possible goal. **Exhibit 7-11** shows that during the 5-year period from 2003 to 2007, RCPS replaced 30 buses or an average of six buses each year. At \$70,000 per bus, the division spent on average \$420,000 yearly to purchase new buses. With a disciplined bus replacement policy, RCPS could replace four additional buses over the immediate five-year budget cycle at an additional annual average cost of \$280,000,. This allows RCPS to begin fleet modernization and improve the age of the fleet. Subsequent bus replacement should be determined by the policy approved by the superintendent and School Board.

In onsite discussions with the director of transportation analysis revealed that if a minimum of four additional buses are purchased annually over the immediate five-year budget cycle, RCPS overall efficiency and operations of the transportation function could be significantly improved.

RECOMMENDATION 7-2:

Consider establishing a 13-year bus replacement plan.

The RCPS superintendent, upon the recommendation from the director of transportation, could establish and implement a 13-year bus replacement cycle or what is determined in the best interest of the division. The past decision by the School Board to replace school buses based on a inconsistent basis is not considered prudent.

The superintendent should inform the School Board of the bus replacement policy, which should be included in the 5-year budget cycle.

A 13-year bus or what is determined as a replacement policy implemented by the superintendent with concurrence by the School Board would result in the purchase of a predetermined number of buses each year.

Implementation of this recommendation will eliminate the current practice of purchasing buses in an irregular pattern and provide financial discipline in the bus procurement program.

FISCAL IMPACT

The cost to purchase four additional buses each year would be an estimated \$280,000 or \$1,400,000 over the 5-year budget cycle. While substantial savings should ultimately be realized by upgrading the fleet, no firm estimate of savings can be provided until the first two years of the plan are implemented and maintenance costs can be then compared.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Consider Establishing a 13-Year Bus Replacement Cycle	(\$280,000)	(\$280,000)	(\$280,000)	(\$280,000)	(\$280,000)

FINDING

The spare bus inventory is excessive, resulting in unnecessary expenditures and maintenance.

According to the lead shop foreman, there are 143 buses in the bus fleet inventory specifically designated to support the student transportation function. He indicated that on average, he makes approximately 122 buses available each day for transportation purposes. This leaves 21 buses as spares.

The Commonwealth of Virginia advocates a spare bus policy of 10 percent and most school divisions nationwide maintain a 10 percent spare bus policy unless there are unusual circumstances. With a fleet of 143 buses in RCPS, a 10 percent spare bus policy would equate to 14 buses. RCPS could thus eliminate seven buses from its inventory and achieve cost savings.

RECOMMENDATION 7-3:

Eliminate seven buses from the current spare bus inventory and establish a policy to limit the number of spare buses in RCPS, and capture cost savings.

Implementation of this recommendation should begin as soon as the board approves converting to and implements a 13 year bus replacement plan. Having 21 spare buses when only 14 are required is wasteful and uneconomical and only contributes as an additional cost of not having a meaningful bus replacement plan.

The seven buses should be disposed of by auction or other means as soon as practical and upon the acquisition of replacement buses for 2007-08.

FISCAL IMPACT

The sale of seven spare buses should generate a one-time income of approximately \$14,000 (older used buses normally sell for approximately \$2,000 each, depending on condition). According to RCPS transportation records and reports, yearly maintenance costs are estimated at approximately \$1,400 per bus, or \$9,800 over the 5-year budget cycle. The cost savings generated from eliminating seven excess spare buses would thus be an estimated \$63,000 over the 5-year budget cycle.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Sell Seven Buses	\$14,000	\$0	\$0	\$0	\$0
Reduced Annual Maintenance Costs	\$9,800	\$9,800	\$9,800	\$9,800	\$9,800
TOTAL	\$23,800	\$9,800	\$9,800	\$9,800	\$9,800

FINDING

Attendance zones initiated in the 1960s have an adverse impact on school transportation functions and consume resources that could be directed to improving transportation and other education functions in the division.

In 1960, the Virginia Supreme Court ordered Roanoke City Public Schools to start integrating its schools. Over the next 15 years, RCPS initiated “attendance zones,” in which school zones were redrawn and in many cases scattered within RCPS to direct students to the selected schools. These zones require buses to transit to several different parts of the city today, picking up students for schools impacted by attendance zones. Though RCPS has achieved a significant degree of school integration, complying with the patterns dictated by these zones requires an excessive and inefficient use of transportation resources.

The superintendent should take the necessary steps to devise and implement attendance zones that support the educational requirements of RCPS.

As shown in **Exhibit 7-12**, RCPS devotes approximately 22 percent of daily transportation resources to attendance zone requirements. The division uses 116 buses and four automobiles daily to transport students. RCPS executes routing and scheduling requirements for 146 routes using 143 buses and three automobiles. Elimination of attendance zones could eliminate 22 percent of these requirements. This would equate to a reduction of 24 routes or 20 buses from routing and scheduling requirements.

**EXHIBIT 7-12
ATTENDANCE ZONES VEHICLE USE
ROANOKE CITY PUBLIC SCHOOLS
2006-07**

VEHICLE TYPE	NUMBER OF VEHICLES USED DAILY	ATTENDANCE ZONE VEHICLE ALLOCATION	ATTENDANCE ZONE ALLOCATION PERCENTAGE
School Buses	116	25	22%
Automobiles	4	2	50%
TOTALS	120	27	22%

Source: MGT survey and RCPS records and reports, February 2007.

RECOMMENDATION 7-4:

Eliminate existing school attendance zones and establish new attendance zones that correspond to contemporary education requirements and make a final determination on establishing a two-tiered transportation system.

Elimination of attendance zones could result in the removal of 20 buses from the active inventory, thereby reducing vehicle maintenance expenditures. Moreover, 20 bus driver positions could be eliminated. Implementation of this recommendation would achieve significant cost savings and should result in more efficient student transportation including reducing time on buses for some students.

The elimination of all middle school runs and combining middle school students on high school buses **under normal attendance zoning conditions** would require additional buses and drivers and increase costs in order to ensure that all secondary students are transported to their respective schools with a two-tier transportation system. However, because of the complicated current attendance zoning (where buses have to make significant detours and frequently cross zones that do not provide student riders) the actual cost or savings cannot be calculated until rezoning is completed and new routes established.

The current attendance zones that require excessive deadheading and permit buses to run under student capacity increase costs, but determining that **total** cost is beyond the scope of this review. In order to get to a two-tiered system RCPS must address the rezoning issue. Having accomplished rezoning, MGT consultants believe RCPS can begin to reschedule buses at near full capacity and reduce deadhead miles and excessive miles. This situation **MAY** permit RCPS to convert to a two-tiered system within the current costs per student, but this cannot be determined within the scope of this review.

This recommendation should be implemented immediately to allow for new routing no later than the 2008-09 school years. Partial implementation may be accomplished by second semester 2007-08.

FISCAL IMPACT

The establishment of attendance zones for educational purposes could result in the elimination of 20 buses, 20 bus driver positions, and programmed maintenance costs, achieving \$2,264,000 in savings over the 5-year budget cycle. However, if a two-tiered system is implemented these savings would be reduced, but the actual amount of reduction cannot be calculated until rezoning occurs.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate 20 Buses from Inventory	\$0	\$40,000	\$0	\$0	\$0
Reduced Annual Maintenance Costs	\$0	\$34,000	\$34,000	\$34,000	\$62,000
Eliminate 20 Bus Driver Positions	\$0	\$522,000	\$522,000	\$522,000	\$522,000
TOTAL SAVINGS	\$0	\$596,000	\$556,000	\$556,000	\$556,000

FINDING

The policy for funding athletic events in Roanoke City Public Schools requires adjustment to reduce impact on school budgets.

There is no policy that addresses the immediate impact of funding transportation for schools with students participating in athletic events more than 65 miles away. This has a serious impact on high schools entering the AAA level that must travel great distances within the Commonwealth of Virginia to compete in their respective conferences. Over

the years, the division has developed an informal policy of restricting the use of school buses to a 65-mile radius for athletic events.

Moreover, school principals report having an athletic fund (approximately \$15,000 for high schools) to support their programs. When using a school bus for athletic purposes, they reportedly must reimburse the transportation department for the transportation service (driver and mileage). Therefore, two or three trips to outlying areas of the state could exhaust the athletic fund and leave no funding for other athletic events.

Principals who are significantly impacted strongly suggest that participation in athletic events beyond the 65-mile limit be funded from a source other than their athletic budget. They also suggest that charter buses be the main source of transportation for students participating in athletic events outside the 65-mile radius.

The director of transportation posits that the 65-mile radius is essential due to the aging school bus fleet and student safety in the post-9/11 era related to terrorism concerns. His number one priority is to ensure that students are transported to and from school daily. Extracurricular and athletic events are secondary. He also expressed concern about being able to respond to any potential acts of terrorism. There is no doubt this is a valid and important concern.

Clearly, the director of transportation, staff, drivers, and attendants would play an important role in any crisis. There is a need for scenario thinking, planning, and training. The policy and leadership section of the Commonwealth of Virginia crisis management guidelines specifies the following role for transportation:

- Establish and maintain school division protocols for transportation-related emergencies.
- Provide divisionwide transportation.
- Establish and maintain plans for the emergency transport of students and school plans.
- Coordinate transportation plans with state police and other law enforcement personnel, as appropriate.
- Consider restricting use of school buses for trips in excess of a 65-mile radius.

RECOMMENDATION 7-5:

Establish a separate line item in the budget, exclusive of the athletic budgets of the schools, to support athletic events more than 65 miles away.

During MGT's on-site visit, the exact number of athletic trips (male and female) beyond the 65-mile radius requiring bus transportation and inclusion in the 5-year budget cycle could not be accurately determined. It is imperative for all school principals to review their requirements and submit them to the superintendent for budget consideration. When the dollar amount is known, the superintendent can seek a fiscal line item and make it part of the 5-year budget cycle commencing with the 2007-08 school year.

It is apparent that RCPS should establish a policy that focuses on the safety of the students and also reduces impact on the schools' athletic budgets. A number of the school divisions that MGT has studied use charter buses for events more than 65 miles away and fund associated expenses through a separate line item unrelated to the principal's athletic school budgets. Notwithstanding, the yellow school bus has provided safe and efficient transportation supporting athletic events for generations. Considering fiscal restraints in RCPS, school buses should be used when possible and in the absence of charter buses. In addition, school principals should consider support from their PTA and solicit businesses and other donors in the RCPS community to finance costs associated with chartering buses for athletic events. All fund raising events should be in alignment with the division's fund raising policies and procedures.

This recommendation should take effect for the 2007-08 school year.

FISCAL IMPACT

The fiscal impact of implementing this recommendation cannot be determined without critical input from school principals regarding athletic events that may qualify for budgeting. Though this issue was raised by high school principals, it is imperative that all school principals in RCPS examine athletic transportation requirements and provide legitimate requests to the director of transportation for coordination and subsequent submission to the superintendent for funding.

FINDING

The current bell schedule policy needs careful examination to determine if it should be changed, as previously recommended by a committee and approved by the School Board for implementation in the 2006-07 school year.

The chairman of the School Board, superintendent, principals, educators, and others in RCPS have concerns about the current bell schedule. At issue are start times for the school day and arrival of students by school bus to their respective schools. The MGT on-site consultant discussed this issue with a random sample of principals and found a wide range of opinion on the subject. Those least impacted by the current bell schedule (middle school and some elementary school principals) are generally satisfied with the current bell schedule. On the other hand, there is concern among high school principals that the current bell schedule does not serve them well. The chairman of the School Board also expressed concern, and the superintendent asked MGT to examine this issue.

MGT examined internal and external studies on the bell schedule. Though they all offered observations and remedies, all failed in the most basic requirement—to implement the desires of principals of the schools. In general, principals, the director of transportation, and key administrators were consulted during those studies, but the final outcomes did not always reflect their concerns.

RECOMMENDATION 7-6:

Develop a revised bell schedule for RCPS implementation in the 2007-08 school year to meet educational demands.

The superintendent should task the associate superintendent for management to lead a group consisting of the two high school principals, director of transportation, and a random sample of middle and elementary school principals to revise the bell schedule.

This recommendation corresponds with Recommendation 2-15 in Chapter 2 of this report, which also addresses the bell schedule policy. This section provides remediation of the problem by recommending that a revised bell schedule be implemented for the 2007-08 school year and placing firm resolution in the hands of school principals.

An important observation by MGT of America is that school divisions throughout the nation fail to resolve bell schedule issues through the most competent sector—school principals. School principals and the director of transportation are the ones directly impacted by any bell schedule. Therefore, they should be the ones to determine any change or adjustment to the existing bell schedule in RCPS.

Resolution of this problem by school principals and establishment of a competent bell schedule are important in RCPS in order to:

- Establish a start time for the school day.
- Ensure arrival of students in time for participation in the breakfast program.
- Allocate transportation resources efficiently.
- Eliminate uncertainty.

FISCAL IMPACT

This recommendation can be implemented with current resources. The efficiency and effectiveness of the division obviously will be enhanced by the timely arrival of students for the breakfast program; improvement of bell times for classes; improvement of student arrival and departure times; and resolution of issues associated with transit of elementary school children.

7.3 Training and Safety

RCPS transportation training and safety programs are the responsibility of a designated specialist in the transportation department. This position has as stated goals to monitor all safety issues related to pupil transportation, investigate all accidents, and file accidents reports with VDOE. The training and safety specialist is also responsible for the planning, integration, and implementation of all training for personnel assigned to the department.

The RCPS transportation department stresses the importance of maintaining an active and responsive program to keep its personnel highly trained. It also sets high standards of safety and has a stated policy to achieve zero injuries and zero chargeable accidents.

Effective training is accomplished, as evidenced by a review of training records and comments of bus drivers and attendants during the on-site focus group. The 3-year

average reportable accident occurrence has been greater in both peer divisions and like-size school districts in other urban areas throughout the nation. Safety is integral to the semiannual in-service training conducted by the director of transportation.

Exhibit 7-13 depicts the significant training and safety-related activities in RCPS that are implemented and practiced by the transportation department.

**EXHIBIT 7-13
TRANSPORTATION-RELATED STAFF DEVELOPMENT TRAINING
ROANOKE CITY PUBLIC SCHOOLS
2006-07**

TRAINING OFFERED	REQUIRED BY LAW	EMPLOYEE SATISFACTION	CERTIFICATION	ANY PAY DIFFERENTIAL
CPR and First Aid	Yes	High	Yes	No
Driver Training	Yes	High	Yes	Yes
VA Assn. for Pupil Transportation*	Yes	High	Yes	No
Special Needs*	Yes	High	Yes	No
Passenger Control	Yes	High	No	No
Safety	Yes	High	Yes	No
DMV Regulations	Yes	High	No	No
Drug Abuse	Yes	High	Yes	No
Bus Evacuation of Students*	Yes	High	Yes	No
Radio and Cell Phone Use	Yes	High	Yes	No
School Bus Safety Curriculum	Yes	High	Yes	No
TRAPEZE Training	No	High	Yes	No

Source: RCPS transportation department, February 2007.

*Training hosted by Virginia Department of Education at away locations for two or more days.

RCPS employs safety and performance indicators to assist in monitoring and evaluating the training and safety program function. The use of these indicators, shown in **Exhibit 7-14**, is considered a best practice.

**EXHIBIT 7-14
TRAINING, SAFETY AND ACCIDENT PERFORMANCE INDICATORS
ROANOKE CITY PUBLIC SCHOOLS DIVISION
2006-07**

PERFORMANCE AREA	PERFORMANCE INDICATOR
Safety	<ul style="list-style-type: none"> ■ Accidents per 100,000 Miles ■ Incidents per 100,000 Miles ■ Pre-Performance Checks ■ Safety Orientations
Cost Effectiveness	<ul style="list-style-type: none"> ■ Average Rider Trip Time in Minutes ■ Driver Absentee Rate ■ On-Time Performance ■ Open Routes Due to Unfilled Positions
Training	<ul style="list-style-type: none"> ■ Driver Training ■ Safety Training ■ Student Discipline Training

Source: Created by MGT of America, 2007.

COMMENDATION 7-A:

The transportation department is commended for accomplishing a highly effective training and safety program, thereby ensuring that qualified bus drivers and attendants are available to transport students safely to and from school.

Certification training and in-service training are accomplished in spite of the thinness of the organizational structure and the multiple responsibilities of the director of transportation.

7.4 Routing and Scheduling

In terms of routing and scheduling, transportation of homeless children in RCPS is a best practice and should serve as an example for other divisions in the Commonwealth to emulate.

Unfortunately, the homeless in America are for the most part a silent group. The number of homeless persons continues to grow, and the public seems mindless of their plight and condition. These Americans are looked upon with misunderstanding and even fear. Given that most homeless persons seen on the streets and in shelters are adults, many people fail to realize that there are thousands of children in America who are also homeless.

The program in RCPS providing transportation for homeless children attending schools in the division is exceptional. The homeless student advocate, who operates the program in a supporting role, has established an exceptional rapport with the special education routing and scheduling section in the department of transportation and together they ensure that more than 218 homeless students are monitored and provided transportation service.

On a daily basis, coordination takes place with the director of transportation to ensure that homeless children are transported to and from school. Working with the director of special education, additional efforts are made to keep homeless students enrolled at their school when circumstances dictate that they must move to other parts of the city. This best practice reduces or eliminates an additional adverse impact on these children's lives. Changing schools significantly impedes a student's academic and social growth. Highly mobile students have also been found to achieve lower test scores and lower overall academic performance than peers who do not change schools. Title VII-B of the McKinney-Vento Homeless Act calls for school districts to maintain homeless students in their school of origin to the extent feasible. RCPS is complying in a commendable fashion.

COMMENDATION 7-B:

The director of transportation and his staff are commended for working with the homeless student advocate to provide transportation for homeless students.

In spite of the commendation for this selfless action of providing homeless transportation, there remains much to be done. There are incidental costs associated with this program that RCPS and the City of Roanoke do not share. RCPS and the City

of Roanoke should explore and secure federal and state grants to augment this program.

RECOMMENDATION 7-7:

The director of transportation and director of special education should work in concert to secure federal, state, and local funding from available sources to fully support transportation and essential life support systems for homeless children.

FISCAL IMPACT

There are fiscal impacts associated with providing transportation for homeless students; however, until the specific needs are established, a cost estimate cannot be made. This recommendation, however, can be implemented with current resources.

FINDING

Underutilization of capacity results in an excessive number of buses on routes in RCPS.

During the on-site visit, MGT found that the division does not maximize bus capacity. Maximizing passenger load reduces the number of buses required to perform the transportation function, thereby reducing costs. RCPS uses planning factors that in some cases are less than the manufacturer's stated bus capacities for its students. For pre-kindergarten through grade 5, the division uses a planning factor of 78 students for its 78-passenger buses. For grades 6 through 12, the division uses a planning factor of 52 students for its 78-passenger buses. The department's rationale is that older students need more space and are better accommodated by being seated no more than two to a bus bench seat. This is understandable; however, a random examination of bus capacity in RCPS reveals shortcomings in the current practice.

The random sample in **Exhibit 7-15** shows that of 1,021 passenger seats only 688 are occupied for a shortage of 343 or 67 percent occupancy. The random sample concludes that RCPS is not utilizing 33 percent of its bus capacity.

**EXHIBIT 7-15
BUS ROUTES, AVERAGE DAILY USE
RANDOM SAMPLE OF THE BUS FLEET
ROANOKE CITY PUBLIC SCHOOLS
2006-07**

BUS NUMBER	CAPACITY	AVERAGE DAILY USE	UNDERUTILIZATION
1	64	44	20
6	78	52	26
15	54	36	18
17	65	44	21
26	78	52	26
27	65	44	21
41	64	44	20
47	54	24	30
51	64	44	20
63	64	44	20
73	64	44	20
88	44	30	14
94	36	24	12
100	32	22	10
111	64	44	20
139	64	44	20
143	77	52	25
TOTALS	1,021	688	343

Source: RCPS transportation department, February 2007.

School buses are purchased based on the bus capacity designated by the manufacturer. For example, there are 32-, 40-, 45-, 64-, 66-, 78-passenger buses manufactured to meet bus fleet needs. In addition, buses are also manufactured to accommodate special needs students and can include a mechanism to raise and lower students in wheelchairs. The mix of buses manufactured affords school divisions the opportunity to create a fleet of buses of various passenger capacities to provide student transportation services.

RCPS is currently losing 2,380 seats each day on buses because it is not maximizing bus capacity. Optimizing routing and scheduling, student pickup points, clustering, and other initiatives should result in higher daily bus utilization. MGT acknowledges and supports the RCPS practice of allocating additional space for high school students on buses. That allocation for high school students on bus routes should not exceed 1,100 of the 2,380 daily seats computed above.

RECOMMENDATION 7-8:

Maximize school bus capacity.

Implementation of this recommendation should result in maximizing school bus capacity and thereby reducing the number of buses needed to transport students.

FISCAL IMPACT

The fiscal impact of implementing this recommendation cannot be estimated until attendance zones and accompanying bus routes are planned. However, more efficient use of the bus fleet should yield cost savings.

FINDING

The transportation department is not using key components of its routing and scheduling software, resulting in inefficiencies in scheduling.

RCPS has the TRAPEZE/SMARTR automated computer-based software route scheduling system to manage bus routes and student pickup points. The automated software is in the system for regular and exclusive/special students but has not been fully implemented.

RCPS has one transportation scheduler responsible for routing and scheduling of regular students requiring bus transportation. This person has been formally trained on the automated system by the software provider. The MGT on-site consultant conducted extensive interviews and was impressed with the transportation scheduler's knowledge and capabilities. However, the scheduler is utilized in other administrative positions that preclude full use of her skills to bring discipline to the routing and scheduling requirements in RCPS. The transportation scheduler could possibly train other transportation personnel on the use and application of the automated routing and scheduling software.

The transportation specialist, who is also the dispatcher in the transportation department, performs routing and scheduling for exclusive and special education students. The specialist/dispatcher works informally with the transportation scheduler, and they mechanically produce routing and scheduling for the transportation department. The specialist/dispatcher has not received formal training on the automated software.

The issue is that the transportation department uses the transportation scheduler and transportation specialist/dispatcher personnel first and foremost to perform secretarial and administrative duties and responsibilities. As a result, automated routing and scheduling of student transportation services are not being accomplished. The result is inefficiency and excessive cost from using a manual system to route and schedule students in RCPS.

The RCPS director of technology met with the MGT on-site consultant and discussed the challenges of implementing the automated system in the department of transportation. He pointed out the following:

- The transportation department initially had ECOTRAN automation.
- There were problems interfacing with PENTAMATON, used by RCPS.
- The trained transportation scheduler has multiple tasks that preclude full use of her knowledge of the automated system.

- The current automated routing and scheduling system in the transportation department can be interfaced with PENTAMATON and is EMIS compatible.

The director of technology also indicated his capability and desire to work with the director of transportation to fully automate the routing and scheduling process.

RECOMMENDATION 7-9:

Fully utilize the TRAPEZE/SMARTR system to obtain the benefits of the division's investment in an automated system and achieve efficiencies and cost effectiveness.

Greater efficiencies should be realized through more effective use of the TRAPEZE/SMARTR automated system.

The division should ensure that TRAPEZE/SMARTR personnel assigned as transportation schedulers under the revised organization are fully trained and assigned fulltime to their core duties. The division should also take immediate steps to have the transportation scheduler cross-train the newly assigned second transportation scheduler and other staff members in the department on the TRAPEZE/SMARTR automated system.

To achieve cost savings though full implementation of the automated routing and scheduling system, it is imperative for the director of transportation to ensure that:

- A sufficient number of personnel are adequately trained.
- Software and hardware are current and properly used.
- Data are entered by competent personnel.
- Routing and scheduling improvements generated by the system are implemented.

To accomplish the objectives enumerated above, the director of transportation should combine the positions of transportation scheduler and transportation specialist and assign them both to the transportation scheduler position shown in the proposed organization shown earlier in this chapter in **Exhibit 7-10**. This initiative places these individuals together, where they can better serve the routing and scheduling demands of RCPS. It also provides continuity and a base for "train the trainer" to be accomplished.

The benefits to RCPS of fully implementing the automated system would be significant. *School Bus Fleet Magazine*, computer experts, and other divisions in the Commonwealth of Virginia (including Fairfax, Prince William, and Arlington) indicate that a 10 to 15 percent or more reduction in routes is achievable initially using automated computer-based route scheduling to manage bus routes and student pickup points. This is not being achieved in RCPS because the TRAPEZE/SMARTR system is not being used to perform critical analysis and routing and scheduling of the transportation function to achieve route reductions.

This recommendation should be fully implemented prior to the start of the 2007-08 school year.

FISCAL IMPACT

Based on the 10 percent reduction of routes that other divisions have experienced, RCPS would be able to eliminate the need for four buses and associated drivers each year. The division would save approximately \$102,000 in driver salaries and benefits per year. The division could reduce its need to purchase new buses at a rate of at least one less bus per year (approximately \$70,000). In addition, it would realize a one-time cost savings of \$12,000 from the sale of four excess buses. Implementation of this recommendation could thus lead to a cost savings of \$872,000 over the 5-year budget cycle.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Reduce Regular Bus Drivers	\$102,000	\$102,000	\$102,000	\$102,000	\$102,000
Reduce New Bus Purchases	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000
Sell Four Buses	\$12,000	\$0	\$0	\$0	\$0
TOTAL	\$184,000	\$172,000	\$172,000	\$172,000	\$172,000

FINDING

The Greater Roanoke Transit Company (GRTC) offers to provide free transportation to a selected number of middle and high school students at no cost to Roanoke City Public Schools.

The general manager of GRTC informed MGT that the company was offering to provide free bus transportation to and from school for a determined number of middle and high school students. This is a Valuing Our Youth through Community Engagement (VOYCE) initiative in conjunction with a Roanoke City Council initiative that is prepared to spend approximately \$20,000 per school year for student transportation. Students would be selected to use GRTC transportation based on their pickup and discharge points (home and school locations), which would have to coincide with existing GRTC transit routes.

In view of Commonwealth Code prohibiting GRTC from providing direct transportation for students, the use of VOYCE by the Roanoke City Council is considered a legitimate way of providing the service. However, the City Council would control all variables associated with VOYCE for this initiative.

It should be emphasized that there is a limit on the number of students who could use this service due to the amount of money available, and that GRTC bus routes do not always coincide with RCPS routing and scheduling of students. As indicated above, those students selected (middle and high school students only) to use the VOYCE asset would have to make use of existing GRTC bus routes in proximity to their home and school.

This initiative could provide RCPS very minor relief from transportation demands. The average cost to ride a bus in GRTC is \$1.25. The allocated figure of \$20,000 equates to 1,600 fares. Given that student service would require two fares daily (pickup and return),

the actual number of student fares is 800. When spread over the school year of 180 days, \$20,000 could fund bus service for approximately five students. The issue is whether the effort of administering the program for only five students is economically feasible for GRTC and RCPS. It is imperative for the superintendent and School Board to determine if this proposed shared service offered by the City Council is compatible with the educational goals of the school division.

RCPS reports that the City of Roanoke is considering funding use of GRTC to provide transportation service for a limited number of students. When this is accomplished, the \$20,000 funding should not be an issue.

RECOMMENDATION 7-10:

Determine whether to pursue the GRTC offer of free transportation for RCPS students.

The director of transportation, general manager of Greater Roanoke Transit Company, VOYCE, and RCPS legal counsel should meet to decide if this initiative is worth pursuing and is in the best interest of RCPS students.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation at this time. Though the initiative may have merit, the small number of students affected and possible legal ramifications must be fully explored before the fiscal impact can be determined.

7.5 Vehicle Acquisition and Maintenance

Vehicle maintenance responsibilities are performed by six mechanics and one mechanic purchaser. These staff are supervised by the lead garage foreman, who is also a qualified mechanic and fills this role as required. The maintenance facility is co-located with the transportation department. It is a modern, well-appointed facility that ranks among the best of its kind in the Commonwealth of Virginia.

The hours of operation of the vehicle maintenance section are from 6:00 a.m. to 10:00 p.m. daily. The lead garage foreman staggers the hours of his mechanics, thereby maximizing their hours to accommodate student transportation maintenance support operations. He reports to the director of transportation.

FINDING

The vehicle maintenance section does not have a vehicle maintenance information system (VMIS) that conforms to Commonwealth of Virginia School Review Procedures as they relate to transportation.

RCPS has not implemented an effective VMIS, and therefore is not taking advantage of several technological innovations and indicators to manage its fleet. The following are the major technologies that were not being implemented in the RCPS transportation vehicle maintenance section at the time of MGT's on-site visit:

- Mechanics in RCPS do not have full access to diagnostic tools to troubleshoot repair problems. This procedure is accomplished by connecting mobile computers to junction boxes on vehicles. By using a range of inputs, communication is established with the bus and codes are sent back to the mechanic. By interpreting the codes sent back by the bus, it is easy to identify the probable mechanical malfunction to be repaired. The MGT consultant did not find credible use of diagnostic tools by mechanics.

- The lead garage foreman is responsible for maintenance of 143 buses and seven other vehicles and does not use VMIS technology to manage routine and scheduled maintenance. Records on each vehicle are recorded manually (with paper and pencil) and are on file at the garage. The lead garage foreman manually prepares routine and periodic reports for the director of transportation. There is inconsistency between the manually prepared report and what is consolidated subsequently by the director of transportation. Automated VMIS technology is used with great efficiency by a majority of transportation departments throughout the nation that provide maintenance and vehicle repair operations. Automation of maintenance and vehicle repairs provides maintenance managers with the tools to capture and track parts usage, and thereby control parts inventory. In addition, by automating scheduled maintenance, managers become more efficient in programming routine and other maintenance for all vehicles in the fleet. Considering that RCPS has 143 buses, seven other vehicles, and other equipment, it is more effective and efficient to automate the maintenance and parts process.

- The lead garage foreman uses a manual process to track scheduled maintenance, oil changes, and other critical information about every item in the fleet inventory. During the on-site assessment, MGT observed this system in operation. Randomly, upon request, the MGT team was provided the history, scheduled maintenance, and other information on equipment under responsibility of the vehicle maintenance section. The results were acceptable but the following shortcomings were noted:
 - Although the lead garage foreman is familiar with his system, that system does not provide other members in the transportation department with effective and efficient access to information to manage vehicles and equipment.
 - Costs associated with the history of vehicles are not sufficiently captured.
 - The maintenance history on vehicles and equipment is in the knowledge bank of the lead shop foreman and not easily shared with other personnel in the transportation department with a need for such information.

Though the lead garage foreman uses his personal VMIS to manage the RCPS fleet, his system is not in compliance with Commonwealth of Virginia School Review Procedures. These procedures are important for managing a fleet and maintaining the high standards of excellence expected of RCPS and all school divisions.

A variety of automated VMIS systems are currently available from a wide number of vendors. MGT of America does not endorse or recommend a particular software system or vendor. Three types of systems are currently available: a wide area network, local area network, or a World Wide Web system. RCPS must consider the capability of its existing hardware, availability of communication lines, and cost implications in determining which technical approach best meets the needs of the transportation department.

RCPS may wish to consider the following three automated systems for managing large fleets: Dossier 32 Fleet Management System by Arsenault Associates, Fleetmaint 2000 by DP Solutions, and FleetPro for Windows by EDULOG.

A computer-based maintenance and parts inventory system for the RCPS bus maintenance facility would make it possible to identify optimal cost savings. The director of transportation should work with the director of technology to improve transportation operations. They may contact vendors in the business for advice and subsequent purchase of a computer-based system. Several major vendors are shown in **Exhibit 7-16**.

**EXHIBIT 7-16
COMPUTER BASED VENDORS FOR VMIS
ROANOKE CITY PUBLIC SCHOOLS
2006-07**

SOFTWARE	VENDOR NAME AND LOCATION	TELEPHONE NUMBER
Bustops	Micro Analytics, Ontario, Canada	416-691-1222
Eulogy	Education Logistics, Missoula, MT	406-728-0893
MapNet	Ecotran Corporation, Beachwood, OH	352-546-2614
Transfinder	Forth & Associates, Ltd., Schenectady, NY	518-377-3609
Versa Trans	Creighton Manning, Delmar, NY	800-433-5530

Source: MGT of America 2006 and RCPS transportation department, February 2007.

One alternative to the wide area network is the Internet. Information systems are available through the Internet that charge a monthly fee and use the World Wide Web. The Internet approach uses existing compatible hardware and existing communication lines. System integration is not an issue, and there is no annual fee for software upgrades.

MGT of America strongly suggests that RCPS invest resources in any of the automated systems mentioned above to establish an effective VMIS. These systems are brought to the attention of RCPS to alert management to the technical approaches currently available. At present, considering the size of the RCPS fleet, a modest approach to fleet management challenges should be sufficient. This issue was discussed with the director of technology, who is prepared to assist the transportation department to implement an effective VMIS.

RECOMMENDATION 7-11:

Integrate automated vehicle technology to manage the maintenance function in RCPS.

Implementing an automated VMIS would bring discipline to the management of the vehicle maintenance system in RCPS. It would improve regular and scheduled maintenance for all buses, vehicles, and other equipment under overall supervision and control of the director of transportation. There is sufficient software under control of the director of technology to implement an effective VMIS from internal resources and at no cost to the director of transportation. A VMIS could become fully operational in RCPS in a short period of time with minimal expenditure of resources.

RCPS has a fleet consisting of 118 regular buses, 25 exclusive/special needs buses, and seven other vehicles. Accounting for the fleet using a mechanical or pad and pencil process is not acceptable because of possible human error. It is in the best interest of RCPS to take appropriate steps to automate its maintenance system and comply with Commonwealth of Virginia School Review Procedures as they relate to VMIS implementation and use.

FISCAL IMPACT

This recommendation can be implemented using current automated software programs and personnel resources in RCPS, and may lead to cost savings.

FINDING

The vehicle maintenance section does not use fleet management indicators.

Fleet management indicators are typically used by school transportation units as a simple set of guidelines to assist in managing the fleet. They assist mechanics in troubleshooting and help guide decisions relating to repairs and scheduled and preventive maintenance. **Exhibit 7-17** shows typical performance indicators for fleet management. These may be modified with any additional management and performance indicators unique to RCPS. The director of transportation should use existing resources to develop a simplified set of management indicators to manage the vehicle fleet.

**EXHIBIT 7-17
FLEET MANAGEMENT INDICATORS
ROANOKE CITY PUBLIC SCHOOLS
2006-07**

OVERVIEW OF FLEET MANAGEMENT INDICATORS	PERFORMANCE INDICATOR
Maintenance Performance	<ul style="list-style-type: none"> ■ Miles between road calls ■ Accidents per 100,000 miles ■ Percentage of preventive maintenance completed on time ■ Operational rate/percentage for buses and vehicles ■ Turnover time per bus repair ■ Entity performing repairs ■ Is repair maintenance performed in-house? ■ Driver-requested bus repairs ■ Type of maintenance performed ■ Time between repairs
Cost Efficiency	<ul style="list-style-type: none"> ■ Operational cost per mile ■ Annual operational costs per route for buses ■ Monthly operational costs for non-bus vehicles ■ Bus replacement costs ■ Time mechanics spend repairing vehicle(s) ■ Fuel
Cost Effectiveness	<ul style="list-style-type: none"> ■ Parts replacement and dollar amounts ■ Labor hours ■ Labor cost

Source: MGT of America, February 2007.

RECOMMENDATION 7-12:

Implement performance indicators to manage the fleet more effectively.

Implementation of fleet management indicators should provide mechanics and managers in RCPS with tools to more effectively improve the maintenance function. Such indicators help determine important variables, thereby enhancing diagnosis, efficiency, and cost effectiveness. Performance indicators should improve maintenance operations in RCPS. In addition, they will assist mechanics in diagnosing, troubleshooting, and repairing vehicles in the fleet.

FISCAL IMPACT

This recommendation can be implemented with work performance behavior changes, using current resources. The Transportation Director should determine what performance indicators are most relevant for the RCPS fleet. Any training needed can be

performed with existing resources. Using performance indicators in maintenance operations is a standard practice and can have an impact on long-term costs.

FINDING

RCPS employs a day and night maintenance support program for repairs and scheduled and routine maintenance to service the bus and vehicle fleet, resulting in efficient and effective maintenance of vehicles.

The lead garage foreman has initiated a program that splits the use of his six mechanics, creating a day and evening shift for maintenance operations. This initiative has provided the transportation function with capability to provide greater emphasis on repairs and scheduled and routine maintenance. This is a best practice and serves as an example for school divisions in the Commonwealth of Virginia to emulate.

This initiative is significant because by extending the hours of the maintenance facility, vehicles that may have problems at the end of the work day can be scheduled for maintenance at the end of the normal work day, repaired, and available for use the following day.

COMMENDATION 7-C:

The director of transportation and the lead garage foreman are commended for creating extended vehicle maintenance hours that improve the quality of repairs and scheduled maintenance in RCPS.

FINDING

RCPS does not require automotive service excellence (ASE) certification as a condition of employment, nor does it currently employ any ASE certified mechanics.

During the on-site review, MGT found that the RCPS lead garage foreman was aware of and had high regard and appreciation for ASE certification. He explained that in the past, mechanics were encouraged to become ASE certified and there was a financial bonus for those who did so. However, the bonus was eliminated, and there was a subsequent decline in the number of ASE certified mechanics in RCPS.

It is recognized throughout the transportation community that ASE certified mechanics provide more accurate fault diagnosis, which allows for more effective trouble-shooting and subsequent first-time correct repairs of defective equipment. A well-trained mechanic can have a significant impact on the parts replacement and equipment repair program of any maintenance operation.

ASE certification is an important management tool that ensures mechanics are highly skilled and trained. These tests are administered at more than 780 locations nationwide. They determine a mechanic's level of proficiency in a particular area or on particular kinds of equipment. They demand preparation. Mechanics who are ASE certified are considered superior in their profession. ASE certification is offered at several locations throughout the Commonwealth of Virginia.

Qualified mechanics are needed to maintain school buses and other equipment in RCPS. ASE certification is an excellent way of determining mechanic qualifications. The training of mechanics is one of the important cornerstones of an effective maintenance program. RCPS should pay for ASE certification testing and related travel costs.

RECOMMENDATION 7-13:

Require, budget, and fund ASE certification for mechanics.

The director of transportation in coordination with human resources department should make ASE certification a requirement for current and future employment as mechanics. The division should pay all costs associated with ASE testing and travel, including per diem.

RCPS should establish a policy encouraging its mechanics to be ASE certified and ensure funds are budgeted each year for ASE training. ASE certification should be stressed continuously until certification covers all major areas of maintenance in the transportation department. The division should make ASE certification a condition of employment for current mechanics and future hires.

ASE certification should improve maintenance operations in RCPS. In addition, it will improve the ability of mechanics to diagnose, troubleshoot, and repair vehicles in the fleet.

This program should become effective in the 2007-08 school year and be continuous thereafter.

FISCAL IMPACT

Implementation of this recommendation would require RCPS to program sufficient funds for ASE registration, test fees, travel to the test site, and per diem.

The ASE registration fee per mechanic would be approximately \$65 and the test fee is \$40, for a total of \$105 per mechanic. An additional cost of approximately \$45 per person should be allocated for travel and food expenses. The annual cost would thus be approximately \$150 per person or \$1,050 for seven mechanics, for a total cost of \$5,250 over the 5-year budget cycle.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Provide ASE Certification for Mechanics	(\$1,050)	(\$1,050)	(\$1,050)	(\$1,050)	(\$1,050)

**8.0 EDUCATIONAL SERVICE
DELIVERY**

8.0 EDUCATIONAL SERVICE DELIVERY

This chapter presents our findings and recommendations for the educational service delivery of Roanoke City Public Schools (RCPS). The major sections of the chapter include:

- 8.1 Reported Status of 2005 Review Recommendations
- 8.2 District Organizational Structure and Staffing
- 8.3 School Improvement and Student Achievement
- 8.4 Special Programs

CHAPTER SUMMARY

RCPS is committed to improved achievement for all students. The educational service delivery in this division must serve a diverse student population. **Exhibit 8-1** shows that the total student population in 2005-06 school year was 13,286. The district has a total of 29 schools. The percentage of students who are economically disadvantaged is 63.4 percent and the percent of students with disabilities is 15.60 percent. The English language learner (ELL) student population continues to increase annually. Data show that the ELL population has increased over 35 percent during the last six years.

**EXHIBIT 8-1
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Roanoke City	1	13,286	147.50	15.60	63.4	29
Hopewell City	1	3,969	177.55 ¹	17.86	50.6	6
Lynchburg City	1	8,808	145.88	17.28	47.1	16
Hampton City	1	22,799	170.67	14.65	40.2	34
Newport News City	1	33,139	187.66	13.78	45.5	45
Portsmouth City	1	15,872	166.75	15.11	35.6	26
PEER DIVISION AVERAGE	n/a	16,312	166.00	15.71%	47.1%	26

Source: Virginia Department of Education, Web site, 2006, United States Census Bureau, 2005 Census Data, www.schoolmatters.com.

¹ It is based on 2000 United States Census Bureau data while the results for other school divisions are based on 2005 United States Census Bureau data.

Exhibit 8-2 shows the RCPS free and reduced lunch count as compared to peer school divisions. RCPS has the highest percentage of free or reduced lunch count when compared to four of five comparison school divisions, as well as the peer division average.

**EXHIBIT 8-2
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Roanoke City	13,300	7,169	53.90	1,017	7.65	61.55
Hopewell City	4,239	2,223	52.44	452	10.66	63.10
Lynchburg City	9,138	4,075	44.59	482	5.27	49.87
Hampton City	23,305	7,766	33.32	2,131	9.14	42.47
Newport News City	31,803	12,601	39.62	3,055	9.61	49.23
Portsmouth City	15,807	6,988	44.21	1,211	7.66	51.87
PEER DIVISION AVERAGE	16,265	6,804	44.68	1,391	8.33%	53.02%

Source: Virginia Department of Education, Web site, 2006.

Exhibit 8-3 shows the receipts by fund source. RCPS fund sources of sales and use tax, state funds, and federal funds are lower than comparison school districts and the peer district average.

**EXHIBIT 8-3
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR**

SCHOOL DIVISION	PERCENT SALES AND USE TAX	PERCENT STATE FUNDS	PERCENT FEDERAL FUNDS	PERCENT LOCAL FUNDS	PERCENT OTHER FUNDS	PERCENT LOANS, BONDS, ETC.
Roanoke City	6.73	32.06	9.07	33.44	2.58	16.12
Hopewell City	8.45	45.76	13.63	29.85	2.23	0.08
Lynchburg City	11.25	38.01	11.01	35.80	2.09	1.85
Hampton City	10.87	48.05	10.28	28.32	2.47	0.02
Newport News City	10.22	43.27	10.17	31.87	2.24	2.23
Portsmouth City	8.65	50.89	11.20	26.48	2.67	0.12
PEER DIVISION AVERAGE	9.51%	43.12%	10.37%	30.82%	2.40%	3.78%

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

Exhibit 8-4 shows the RCPS disbursement per pupil for instruction and administration as compared to peer school divisions. While RCPS shows fewer funds than comparison districts in sales and use tax, state funds, and federal funds, the division provides greater disbursements per pupil for instruction than all comparison school divisions, as well as the peer division average. RCPS administration disbursements per pupil were lower than four of five comparison school districts, as well as the peer division average.

**EXHIBIT 8-4
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2005 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ²
Roanoke City	\$7,160.04	\$203.43
Hopewell City	\$6,666.07	\$304.57
Lynchburg City	\$6,691.08	\$187.76
Hampton City	\$6,292.49	\$486.68
Newport News City	\$6,005.23	\$333.49
Portsmouth City	\$6,235.33	\$260.52
PEER DIVISION AVERAGE	\$6,508.37	\$296.07

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

¹ Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education. This column also excludes local tuition revenues received for divisions 001 - 207, and prorates the deduction of these revenues across administration, instruction, attendance and health, pupil transportation, and operations and maintenance categories. Local tuition is reported in the expenditures of the school division paying tuition.

² Represents expenditures for activities related to establishing and administering policy for division operations including board services, executive administration, information services, personnel, planning services, fiscal services, purchasing, and reprographics.

Commendations within this chapter include:

- RCPS is commended for improving academic achievement of all students.
- RCPS is commended for the development and implementation of research-based programs and instructional strategies aimed to improve student performance and improve post-secondary outcomes.

Key recommendations within this chapter include:

- Eliminate the coordinator of reading, the coordinator of library/media, and one coordinator for pre-kindergarten programs.
- Reclassify the director of guidance as a coordinator of guidance and reassign the existing coordinator and proposed coordinator of guidance to Area I and Area II schools rather than to elementary and secondary schools.
- Consider the development and implementation of a decentralized special education model in RCPS.

- Develop a plan for and implement reduction in teacher units based on continued enrollment decline and closing of schools.

8.1 Reported Status of 2005 Review Recommendations

Recommendations in a prior 2005-06 review conducted by MGT of America essentially focused on assisting the new superintendent and his executive team in responding to the need to fully accredit all schools and ensure the success of all students. Please note that in MGT's previous report, the Educational Service Delivery Chapter was Chapter 5.0.

Among these recommendations were the following key suggestions and their status as reported to MGT of America by the Division in January 2007.

Completed:

- 5-1: Reorganize the Departments of Student Services and Special Education.
- 5-5: Revise the school improvement template to reflect best practices and to be more user-friendly for school staff.
- 5-6: Revise the school guidance curriculum to demonstrate best practices of the American School Counseling Association Standards, the Virginia Standards for School Counseling Programs, and the Virginia Standards of Learning.
- 5-7: Establish a system-wide process and written procedures manual for improving and monitoring attendance of high-risk students in RCPS.
- 5-8: Implement a system-wide positive behavioral program.
- 5-9: Develop an annual special education strategic plan including the mission, vision, goals, objectives, activities, evaluation, and a scope and sequence timeline of training and education support activities for its schools.
- 5-10: Develop school-based action plans to build capacity and sustain co-teaching of students with diverse learning needs, including those with disabilities.
- 5-11: Develop common time for special education and general education teachers to allow appropriate consultation and collaborative planning for their students, including those with disabilities.
- 5-12: Ensure that the local education agency representative participates in the Individual Educational Planning meetings at the school level.

- 5-14: Increase inclusive educational opportunities for students with moderate and severe disabilities.
- 5-15: Incorporate the instruction of self-determination strategies for students with disabilities at the secondary level.
- 5-16: Develop a consolidated application for programs funded under NCLB.
- 5-18: Integrate learning strategies and differentiated instruction into the general education curriculum.
- 5-19: Implement appropriate accommodations for students with disabilities and English language learners.
- 5-21: Ensure that teachers in the IB program participate in ongoing staff development and utilize resource materials of the IB Organization to create the highest quality program and instruction at all levels of the IB program.
- 5-22: Conduct a detailed, data-driven review of magnet programs and develop an action plan for improvement of school performance.
- 5-23: Restructure the Aviation Program at William Fleming High School.

In progress or incomplete:

- 5-2: Develop and adopt strengthened curriculum and instruction policies and procedures.
- 5-3: Establish a formal RCPS Curriculum Committee.
- 5-4: Develop procedures that describe program details and expectations and related documents (such as walk-through instruments) to facilitate effective communication and implementation of the division's curriculum and instruction mission and vision.
- 5-13: Ensure that all special education teachers receive highly qualified status by the 2005-06 school year.
- 5-17: Develop specialized instructional programs for students who are entering school lacking skills for academic success and middle school students who are at risk of dropping out of school.
- 5-20: Implement an explicit and systematic reading program plan in kindergarten through grade 3.
- 5-24: Provide gifted education services to students in third through fifth grade at their school of origin.

8.2 District Organizational Structure and Staffing

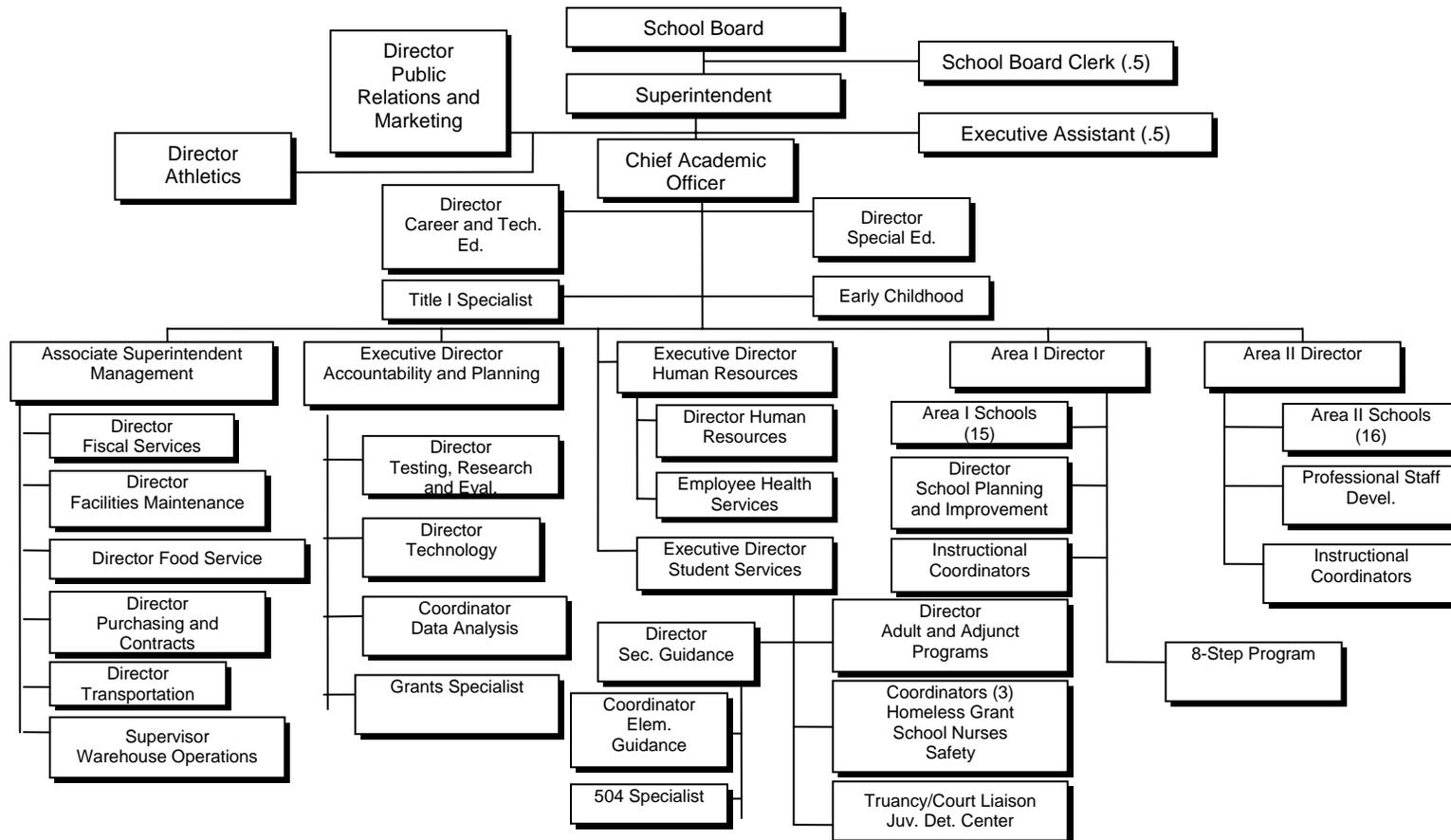
The RCPS is committed to using its resources, including personnel, to provide students with a safe environment. This section of the report reviews the district organization structure of educational service delivery and school staffing functions.

FINDING

The RCPS must be organized to maximize funds, better align functions in the division, and support instruction and services to students. The professional development functions will be reviewed in Chapter 3.

Exhibit 8-5 shows the organizational structure of RCPS. The Department of Curriculum and Instruction has recently been reorganized with two area directors. The Department of Student Services maintains organization with one executive director. The area directors of curriculum and instruction and the executive director of student services report directly to the chief academic officer.

**EXHIBIT 8-5
ROANOKE CITY PUBLIC SCHOOLS
ORGANIZATIONAL STRUCTURE
FEBRUARY 2007**



Source: Prepared by MGT of America from RCPS Office of Superintendent records, 2007.

Under the leadership of the area directors, curriculum and instruction staff include:

- One contracted, part-time director of school planning and improvement (eight-step program)
- Director of Professional Development
- Ten instructional coordinators including:
 - English language learners
 - Mathematics
 - Science
 - Social studies
 - Fine arts (which is currently vacant)
 - Health, physical education, driver education
 - English/language arts
 - Reading
 - Library media
 - International Baccalaureate (IB), advanced placement, and gifted education. This position is school-based and also maintains teaching responsibilities

Given the recent reorganization of RCPS into Area I and Area II, the Department of Curriculum and Instruction could be more efficient with a continued focus on curriculum development, alignment, and progress monitoring. Currently, there are two coordinators with responsibilities for English, language arts, and reading. This is the only program area with two coordinators. During on-site interviews, it was reported that two positions for English, language arts, and reading were not needed. Area directors and school principals are assuming greater responsibility for implementation of research-based instructional practices as part of the eight-step school improvement process. Student performance data show that students are improving in reading and writing.

It was further reported during on-site interviews that the district-level support in English, language arts and reading has been lacking. MGT previously recommended that RCPS develop an intensive reading program model for kindergarten through grade three. This model has yet to be developed, even though the RCPS administration recognizes the importance and necessity of a systemwide reading model, not only for kindergarten through grade three, but for all grades.

The coordinator of library media oversees library services for the division. MGT found that coordination of library media services is splintered and isolated from current school report initiatives. Even though there is a district-level coordinator, library services are primarily administered by the school-based administrators. The responsibilities of this position can be reassigned to the department of technology and duties fulfilled by existing staff in the departments of technology and curriculum and instruction.

There are three district-level coordinators assigned to early childhood programs, including one coordinator for the Virginia Preschool Initiative (VPI) serving 15 schools, one coordinator for Title I programs serving 11 schools and one part-time coordinator for pre-kindergarten disabilities program serving six schools. This is clearly a duplication of administrative duties. The VPI and Title I preschool programs use the same curriculum,

provide joint staff development and serve eligible children. Greater efficiency and cost savings could be realized by the division if the VPI and Title I preschool programs were administrated by one district-level staff.

Student services staff within the Department of Student Services include:

- One executive director
- One administrative secretary
- One secretary
- One director of secondary counseling
- One director of adjunct and adult programs
- Five coordinators of:
 - elementary counseling
 - school nurses
 - truancy and court liaison
 - homeless grant
 - safety

The organizational structure of the Department of Student Services is adequate in all program areas with the exception of guidance and counseling. Guidance services are currently divided between secondary programs and elementary programs. The division, however, has recently revised its organizational structure into Area I and Area II and includes feeder patterns of elementary, middle, and high schools. Greater emphasis could be placed on the implementation of guidance services with a consistent vertical team approach in Area I and Area II if the district-level guidance administration were also assigned by Area I and Area II.

There are two district-level administrative guidance positions: one director of guidance who plans to retire at the end of the 2006-07 academic year, and one coordinator of guidance. Currently, other district-level administrative staff are at the coordinator level. To maintain the consistency of administrative support staff to Area I and Area II schools, the soon-to-be vacant director position could be reclassified as a coordinator position. This reclassification could create equal status between administrative guidance staff and other curriculum and special education coordinators assigned to support Area I and Area II schools.

There are 47 professional school counselors, including 19 assigned to elementary schools, 13 assigned to middle schools, and 15 assigned to high schools. With the student enrollment of 13,286 in 2005-06, the school counselor to student ratio is one counselor to approximately 283 students. The Virginia Standards of Accreditation thresholds for school guidance staff document one counselor for 350 high school students; one counselor for 400 middle school students; and one counselor for 500 elementary students. While RCPS has taken action to reduce the school guidance staff through attrition, the number of guidance staff continues to exceed the Virginia Standards of Accreditation. This is partially due to the fact that RCPS provides guidance coordinators in addition to guidance counselors at the high school and middle school level. The position of guidance coordinator is a quasi-administrative twelve-month position and is responsible for the maintenance and transfer of all student records, all enrollment and withdrawal procedures, and is given the major responsibility of school

test coordinator. High school guidance coordinators have no or minimal student caseloads and middle school guidance counselors have reduced caseloads.

Due to the highly diverse student population in RCPS, the division should consider the high priority needs of students when continuing to reduce school guidance staff. In addition, there is pending legislation that, if passed, would require Virginia school divisions to provide one testing coordinator for every 1,000 students. If passed, the pending legislation could have a direct impact on the assignment of guidance staff as testing coordinators.

Special education staff within the Department of Special Education include:

- One director
- Five coordinators
 - Two assigned to 1 high school and 3 middle schools
 - One elementary and pre-kindergarten disabilities
 - One elementary
 - One speech and language services
 - One Comprehensive Services Act
- Two secretaries
- One Medicaid billing specialist
- Three records assistants
- Eight school psychologists
- Six visiting teachers/social workers
- Eleven related services staff
- Two transition specialists
- Four teachers on special assignment
- One parent resource center worker
- Seventeen speech pathologists
- One lead speech pathologist
- One part-time technology support

The director of special education currently reports directly to the chief academic officer. There are nine additional direct administrative reports to the chief academic officer. This organizational structure separates special education services from general education curriculum coordinators and the student services support staff. Greater efficiency and program effectiveness can be created with a closer alignment of special education functions with student services and general education curriculum.

In the previous MGT report, it was recommended that special education staff work more collaboratively with the general education staff in curriculum planning and delivery. It was reported during on-site interviews that this collaboration has begun to occur at the school level, but much greater emphasis must continue to be placed on division-level program planning, development, implementation and evaluation of instruction, for students with disabilities. Based on the need for greater collaboration and alignment with general education initiatives, MGT was requested to consider an emphasis on decentralization of special education organizational structure and program management. A realignment of the department of special education and greater accountability at the school level could create a better framework for this collaborative work to occur.

The coordinators of special education maintain responsibilities for compliance with state and federal regulations, as well as curriculum support for teachers. In addition to the district-level coordinators, each high school has a school-based special education coordinator. The school-based coordinator is a teacher on special assignment who oversees special education initiatives within the building including compliance and instruction. At the middle school level, there are also teachers who are assigned as school-based coordinators for special education. The middle school-based special education coordinators have reduced instructional responsibilities and are assigned coordinator duties for one period per day. While elementary schools do not have an assigned school-based coordinator, a similar position could be created with a stipend for additional special education duties.

The coordinators of special education are currently assigned by grade level, rather than by Area I and Area II schools. Assignment of coordinators for special education could be decentralized by assignment of coordinators by area rather than by elementary or secondary schools. The area assignment could aid in improved vertical teaming with general educators for instruction and ease transition from elementary to middle and middle to high school.

When compared to other school divisions, RCPS maintains a higher special education administrator to student ratio. For example:

- RCPS maintains six district administrators (one director and five coordinators) for a student population of 13, 286, with 15.60 percent of students with disabilities. This is an administrator to student ratio of one administrator to 2,214 students.
- Newport News City Schools maintains seven district administrators (one director, five supervisors, and one coordinator) for a student population of 33,139, with 13.78 percent of students with disabilities. This is a ratio of one administrator to 4,734 students.
- Portsmouth City Public Schools maintains five district administrators (one director and four coordinators) for a student population of 15,872, with 15.11 percent of students with disabilities. This is a ratio of one administrator to 3,714 students.

During on-site interviews, it was reported that a decentralized, school-based approach should be considered to:

- Improve school-based oversight and accountability of special education services.
- Ensure access to the general education curriculum for students with disabilities.
- Create a vertical alignment with Area I and Area II schools.

If this decentralization were to occur, the number of district-level coordinators could be decreased.

An example of a decentralized organizational structure of special education is that of Okaloosa County School District (OCSD) in Ft. Walton Beach, Florida. The student population of OCSD is 30,373 with 15.80 percent students with disabilities. There are three district level administrators, including one director, one coordinator of school support and one coordinator of contracts. OCSD maintains 25 special education teachers, funded by IDEA, for 51 schools that oversee special education services. The model has been in place for over nine years and has proven to be efficient and school-based. It should be noted that OCSD has been the overall highest performing school district in Florida for four consecutive years.

Another example of a decentralized organizational structure of special education is that of Irving Independent School District (IISD) in Irving, Texas. The student population of IISD is 32,620 with 9.10 percent students with disabilities. There are five district level administrators, including one director, and four coordinators. At the school level, the principal uses school allocations and assigns a department chairperson or lead teacher that oversees special education issues in the school. The district's curriculum and English language learner coordinators serve as generalists and are assigned to specific schools based upon the individual needs of the school. This model has also proven to be very effective in addressing the specific needs of schools.

MGT previously recommended that speech pathologists currently assigned to the department of special education be reassigned to the schools they serve. Most often, speech pathologists are assigned to a school and the school administrator is responsible for speech pathologists' evaluations. Such an assignment in RCPS would allow less supervisory responsibilities for the Director of Special Education and create a greater accountability of special education service delivery in the schools. The director of special education could provide staff development to school principals in observation and technical assistance to the speech pathologist if they were assigned to specific schools and school principals conducted annual evaluations.

RECOMMENDATION 8-1:

Eliminate the coordinator of reading, the coordinator of library/media, and one coordinator for pre-kindergarten programs.

The coordinator of reading, the coordinator of library/media, and one coordinator for pre-kindergarten programs should be eliminated. RCPS recognizes the strong commitment to reading instruction, but the existing organizational structure has not been effective or efficient in the development or implementation of a divisionwide reading model for kindergarten through twelfth grade students. The Coordinator of English/Language Arts should assume responsibility for the reading initiative and establish a task force to begin the process of developing a research-based reading model. The library/media responsibilities should be transferred to the Department of Technology. There are currently three administrators assigned to pre-kindergarten programs. The responsibilities of the Virginia pre-kindergarten program and the Title I pre-kindergarten should be combined under the direction of one coordinator of state and federal pre-kindergarten programs. The Department of Special Education should maintain oversight of pre-kindergarten services for students with disabilities.

All curriculum coordinators should report directly to the proposed Executive Director of Curriculum and Instruction, but should work collaboratively with the administration of Area I and Area II schools and give the primary responsibility of providing technical assistance and support to classroom teachers and school administrators. Other areas of responsibility should include collection and dissemination of research-based best practices instructional strategies, and systematic and explicit instructional models for students who are not on grade level. There should be one curriculum coordinator for each program area, including preschool programs.

FISCAL IMPACT

With the implementation of this recommendation, RCPS should eliminate:

- The coordinator of reading with salary of \$49,800 plus \$16,434 benefits for a total of \$66,234 salary and benefits.
- The coordinator of library/media with salary of \$49,800 plus \$16,434 benefits for a total of \$66,234 salary and benefits.
- One coordinator of pre-kindergarten with salary of \$49,800 plus \$16,434 benefits for a total of \$66,234 salary and benefits.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate Three Coordinators	\$198,702	\$198,702	\$198,702	\$198,702	\$198,702

RECOMMENDATION 8-2:

Reclassify the director of guidance as a coordinator of guidance and reassign the existing coordinator and proposed coordinator of guidance to Area I and Area II schools rather than to elementary and secondary schools.

RCPS should reclassify the director of guidance position as a coordinator of guidance. The administrative guidance staff should continue to report to the Executive Director of Student Services, but should be directly aligned with other district-level coordinators in a vertical team within Area I and Area II schools.

FISCAL IMPACT

With the implementation of this recommendation, RCPS should:

- Eliminate the director of guidance with salary of \$72,519 plus \$23,930 benefits for a total of \$96,449 salary and benefits.
- Create a second coordinator of guidance position with a salary of \$49,800 plus \$16,434 benefits for a total of \$66,234 salary and benefits.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Eliminate One Director of Guidance	\$96,449	\$96,449	\$96,449	\$96,449	\$96,449
Create One Coordinator of Guidance	(\$66,234)	(\$66,234)	(\$66,234)	(\$66,234)	(\$66,234)
TOTAL SAVINGS	\$30,215	\$30,215	\$30,215	\$30,215	\$30,215

RECOMMENDATION 8-3:

Consider the high-priority needs of RCPS students and pending legislation when reducing the number of guidance counselors in the division.

RCPS has made great strides in aligning the guidance curriculum with state and national standards. Staff development has been provided and guidance staff is being held accountable for the implementation of the curriculum as documented in pacing guides.

Student data indicate improvement in attendance and graduation rates which is a positive reflection of the work that has been provided by guidance counselors, as well as school interventionists. The guidance staff is being reduced through attrition to more closely align with the Virginia Standards of Quality. RCPS should consider the high-priority needs of RCPS students and pending legislation when reducing the number of guidance counselors in the division.

FISCAL IMPACT

This recommendation should be implemented with existing funds allocated for guidance services.

RECOMMENDATION 8-4:

Consider the development and implementation of a decentralized special education model in RCPS.

RCPS should consider the development and implementation of a decentralized special education model. During on-site visits, MGT was requested to review a decentralized special model as a viable alternative to the current district-level model. Based on the request of the division and the potential opportunities for school-based accountability of special education services, RCPS should pursue the exploration of a decentralized model. A greater emphasis should be placed on an alignment of special education support services within the division of Area I and Area II schools.

The development and implementation of a decentralized special education model should realize a cost savings to the district by decreasing the number of coordinators at the district level, as well as increasing school-based special education team leaders and department chairperson. For example, the division should consider:

- Maintaining one director of special education.
- Assigning one coordinator to Area I schools and one coordinator to Area II schools, eliminating three district-level coordinators.
- Cost-sharing IDEA and school allocations to fund lead teachers at the elementary school.
- Maintain current special education department chairpersons/ coordinators at the secondary level.

FISCAL IMPACT

If the division considers the development and implementation of a decentralized special education management model, fiscal impact associated with decreased central office staff should be included. The decentralization model should include cost analysis of aligning special education support services by Area I and Area II and creating a model for school-based oversight at the elementary and secondary level.

RECOMMENDATION 8-5:

Reassign speech pathologists to the schools and hold principals accountable for their evaluations.

RCPS should reassign speech pathologists to schools. The director of special education should provide technical assistance to the principals in the evaluation of speech pathologist. Greater emphasis should be placed on school-based accountability of speech and language services, as well as a closer alignment of language services to the literacy initiatives in the schools. Speech pathologists should also be aligned with Area I and Area II schools, as are other related services and support staff.

FISCAL IMPACT

This recommendation should be implemented using existing funds.

FINDING

RCPS must plan and implement reductions in teacher units for continued enrollment decline and closing of schools. **Exhibit 8-6** shows the RCPS teaching staffing levels and pupil to teacher ratios as compared to peer school divisions. As can be seen, the RCPS ratio of pupils to classroom teaching positions in grades eight through 12 is lower than the ratios of comparison school districts.

**EXHIBIT 8-6
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Roanoke City	82.91	11.2	8.0
Hopewell City	78.38	11.7	11.6
Lynchburg City	84.70	10.5	11.4
Hampton City	81.19	11.2	11.4
Newport News City	67.31	12.8	13.1
Portsmouth City	82.02	10.3	12.4
PEER DIVISION AVERAGE	79.42	11.3	11.3

Source: 2005 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

*Ratios based on End-of-Year enrollments.

**Pupil/teacher ratios for elementary and secondary may vary because of the reporting of teaching positions for middle school grades six- eight.

Exhibit 8-7 shows the SOQ-recommended staffing ratios for instructional, administrative, and support staff personnel. **Exhibit 8-8** shows the staffing at each school in the division based on a comparison of the actual positions and recommended ratios. Given these comparison data, there are over 151.5 RCPS teaching positions above the recommended minimum.

**EXHIBIT 8-7
VIRGINIA STANDARDS OF QUALITY MINIMUM STAFF TO PUPIL RATIOS
2006-07 SCHOOL YEAR**

POSITION	ELEMENTARY SCHOOL	MIDDLE SCHOOL	HIGH SCHOOL
Principal	1 per school*	1 per school	1 per school
Assistant Principal	1 per 900	1 per 600	1 per 600
Librarian	1 per 300	2 per 1,000	2 per 1,000
Guidance Counselor	1 per 500	1 per 400	1 per 350
Clerical Personnel	1 per 300	2 per 800	2 per 800
Resource Teachers (Art, Music)	5 per 1,000 (Gr. K-2)		
ITRT	2 per 1,000 (Gr. K-12)		
Classroom Teachers	1:24 (Gr. K-3); 1:25 (Gr. 4-6)	1:24 (Grade 6-12)**	

Source: Virginia Standards of Quality, 2006.

*Schools of 900 students or more.

**English classes.

**EXHIBIT 8-8
ROANOKE CITY PUBLIC SCHOOLS
STAFFING LEVELS COMPARED TO MINIMUM STANDARDS
2006-07 SCHOOL YEAR**

	STUDENT ENROLLMENT	EMPLOYED FULL-TIME TEACHERS	SOQ STANDARD	EXCESS OR SHORTAGE
ELEMENTARY			(1: 24)	
Crystal Spring	344	19	14	5
Fairview	436	25	18	7
Fallon Park	596	33	25	8
Fishburn Park	346	15	14	1
Forest Park	284	20	12	8
Garden City	308	18	13	5
Grandin Court	261	15	11	4
Highland Park	390	16	16	0
Huff Lane	216	13	9	4
Hurt Park	176	13	7	6
Lincoln Terrace	252	16	11	5
Monterey	376	18	16	2
Morningside	319	19	13	6
Oakland	164	9	7	2
Preston Park	284	17	17	0
Raleigh Court	365	16	15	1
Roanoke Academy for Mathematics and Science	376	20	19	1
Round Hill	336	19	18	1
Virginia Heights	307	18	13	5
Wasena	269	15	11	4
Westside	568	34	24	10
MIDDLE			1:25	
Addison	483	27	19	8
Breckinridge	446	25	18	7
Jackson	453	28	18	10
Madison	514	33.5	21	12.5
Ruffner	500	35	20	15
Wilson	531	35	21	14
HIGH			1:24	
Fleming	1661	72	69	3
Patrick Henry	1887	80	78	2
TOTAL	13,448	723.5	567	156.5

Source: RCPS Report Cards for student enrollment, 2006; Staffing Statistics by School, 2006. Virginia Standards of Quality, 2006.

Student to Teacher ratios under Virginia's SOQ cannot exceed 1 teacher to 24 students in elementary and high schools and 1 teacher to 25 students in middle schools. Federal class size reduction requirements further decrease the required enrollment for kindergarten through grade three. Roanoke has fewer administrators than comparison districts, but more teachers than comparison districts. Given projections for continued enrollment decline and closing of schools as are considered in Chapter 9.0, RCPS must plan for and implement reductions in teacher units. This recommended reduction in teaching units is consistent with the need to eliminate very small schools.

If RCPS were to reduce the number of teaching positions at the elementary and middle school level, those funds could be used for staff development, and for other strategies to improve student achievement.

RECOMMENDATION 8-6:

Develop a plan for and implement reduction in teacher units based on continued enrollment decline and closing of schools.

RCPS should develop a plan for and implement reduction in teacher units based on continued decline of student enrollment and closing of schools. The allocation of teacher units should be based on a staffing formula that is consistent with Virginia Standards of Quality as well as federal requirements of class size reduction. The plan for and implementation of the reduction in teacher units should be consistent with the elimination of very small schools.

FISCAL IMPACT

The development of a plan for reduction of teacher units can be completed with existing funds. The plan should include the fiscal impact associated with reduction of teacher units.

8.3 School Improvement and Student Achievement

The focus on all students learning to high standards requires quality teaching and learning. Thus, schools must have high expectations and accountability for adults in the system because the adults have the main responsibility to improve student learning. District leadership coordinates and aligns curriculum and assessment and ensures alignment with state and district learning standards. In addition, coordinated and embedded professional development is provided continually to prepare teachers to meet high expectations for their performance. These three characteristics help ensure that quality instruction takes place, and districts help schools develop a shared understanding of good instruction.

When evaluating the cost effectiveness of a school division, it is necessary to not only focus on fiscal impact of current educational program delivery, but also the long-term benefits of high achieving schools. **Exhibit 8-9** shows a comparison of the unemployment rate, education attained and the median weekly earnings in 2005. As can be seen, the unemployment rate and level of income are directly related to the education level attained.

**EXHIBIT 8-9
COMPARISON OF UNEMPLOYMENT RATE, EDUCATION ATTAINED, AND MEDIAN
WEEKLY EARNINGS
2005**

UNEMPLOYMENT RATE IN (PERCENT)	EDUCATION ATTAINED	MEDIAN WEEKLY EARNINGS IN (DOLLARS)
1.6	Doctoral degree	\$1,421
1.1	Professional degree	\$1,370
2.1	Master's degree	\$1,129
2.6	Bachelor's degree	\$937
3.3	Associate degree	\$699
4.2	Some college, no degree	\$653
4.7	High-school graduate	\$583
7.6	Some high-school, no diploma	\$409

Source: U.S. Department of Labor Census, 2005.

The Perry Preschool Project also documents that adults born in poverty who participated in high-quality, active learning early childhood programs have half as many criminal arrests, higher earnings and property wealth, and greater commitment to marriage. Over participants' lifetimes, the public is receiving an estimated \$7.16 for every dollar originally invested.

School districts throughout the country are not only working toward higher achievement for all students, but are also creating the future contributing citizens and leaders of local communities. Fiscal impact of high performing can prove for be life long.

FINDING

RCPS student achievement is improving. The division demonstrates increased percentage of students that are performing at the advanced proficiency levels in math and English. RCPS is also closing the achievement gap for NCLB subgroups of students.

No Child Left Behind (NCLB) requires states to demonstrate progress from year-to-year in raising the percentage of students who are proficient in reading and mathematics and in narrowing the achievement gap. NCLB sets five performance goals for states:

- All students will reach high standards, at a minimum attaining proficiency or better in reading/language arts and mathematics by 2013-2014.
- All limited English proficient students will become proficient in English and reach high academic standards, at a minimum attaining proficiency or better in reading/language arts and mathematics.
- All students will be taught by highly qualified teachers by 2005-06.
- All students will learn in schools that are safe and drug free.
- All students will graduate from high school.

Adequate Yearly Progress (AYP) is based on:

- Participation in state assessments (95 percent in all and in six subgroups).
- Reading and mathematics performance (reading at 69 percent and mathematics at 67 percent).
- Attendance (elementary and middle at 94 percent).
- Graduate rate at 57 percent.

Exhibit 8-10 shows advanced proficiency student achievement in math and English at grades 3, 5, and 8, and high school for 2003-04, 2004-05 and 2005-06 school years. As can be seen, the percentage of students achieving at the advanced proficiency level increased from 2003-04 to 2005-06 for all subgroups as all grade levels.

RCPS is also making progress in closing the achievement of subgroups of students as demonstrated in increased pass rates from 2002-02 to 2005-06 including:

- **English:**
 - Four percentage point increase for all students
 - Ten percentage point increase for Hispanic students
 - Eleven percentage point increase for black students
 - Twelve percentage point increase for limited English proficient students
 - Four percentage point increase for white students
 - Eleven percentage point increase for disadvantaged students
 - Seventeen percentage point increase for students with disabilities
- **Math:**
 - Three percentage point increase for all students
 - Eight percentage point increase for black students
 - Two percentage point decrease for white students
 - Eight percentage point increase for disadvantaged students
 - Four percentage point increase for students with disabilities
 - Seven percentage point increase for limited English proficient students
 - Three percentage point increase for Hispanic students

**EXHIBIT 8-10
ROANOKE CITY PUBLIC SCHOOLS
STUDENTS PERFORMING AT THE ADVANCED PROFICIENCY ON STANDARDS OF LEARNING
2003-04 THROUGH 2005-06 SCHOOL YEARS**

STUDENT POPULATION	GRADE 3 MATH			GRADE 3 ENGLISH			GRADE 5 MATH			GRADE 5 ENGLISH			GRADE 8 MATH			GRADE 8 ENGLISH			HIGH SCHOOL MATH			HIGH SCHOOL ENGLISH		
	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06	2003-04	2004-05	2005-06
All	34	35	44	9	16	31	7	14	32	19	21	35	9	7	21	14	15	20	11	10	8	20	19	26
Black	21	22	29	3	8	21	2	7	18	9	11	24	3	2	14	6	6	11	5	5	4	8	8	13
Hispanic	19	34	40	0	13	25	11	14	23	5	10	35	5	0	15	14	4	10	11	12	8	0	0	13
White	47	46	57	15	24	41	12	21	47	30	32	47	15	11	29	22	24	29	15	14	12	29	28	44
Disabled	31	14	29	5	5	23	5	9	19	10	12	20	5	6	9	3	3	16	14	7	8	6	0	17
Disadvantaged	23	23	33	4	8	22	4	8	22	11	13	26	4	3	14	7	7	10	6	6	4	6	8	14
Limited English Proficient	27	21	42	17	6	21	0	2	15	3	4	19	7	0	23	7	4	13	9	6	6	0	10	0

Source: Virginia Department of Education, 2006.

RCPS now has all schools fully accredited with the exception of Forest Park Elementary, Hurt Park Elementary, Roanoke Academy for Mathematics and Science, Addison Middle, Jackson Middle, and Ruffner Middle Schools. There were additional five schools that achieved full accreditation for the 2006-07 school year.

The 8-Step school improvement process has been implemented throughout RCPS. During on-site interviews, administrators and teachers attributed the increase in student achievement to the implementation of the 8-Step process. The process has been highly successful in aiding schools in focused data analysis and data-driven instructional planning and delivery. School principals are continuing to develop as instructional leaders and RCPS continues to emphasize the importance of high expectations and accountability at all levels of the system. **Exhibit 8-11** shows the specific steps of the school improvement process.

**EXHIBIT 8-11
ROANOKE CITY PUBLIC SCHOOLS
8-STEP SCHOOL IMPROVEMENT PROCESS**

STEP	BENEFIT
Disaggregate test data	Measures student progress; teacher progress; student learning; assist stakeholders; monitors teaching strategies; informs about resource allocation; provides opportunities for early intervention; prevents students from falling through the cracks; promotes ownership; promotes a spirit of team work and exhibits learning trends.
Develop instructional timeline	Data-driven; clear and directed; any subject matter; eliminates excessive review; logical sequence; clear perspective; flexible and based on student needs; instructional focus; ownership; and is collaborative.
Instructional focus	Reinforces instructional timeline; prioritizes; effective instruction; clear and concise focus on student needs.
Frequent assessments	Provides immediate feedback; diagnose teaching effectiveness; provide the data needed for early intervention; eliminates surprises on state standards; and track student performance.
Tutorials	Prevents students from falling through the cracks; assures students that you will not give up on them; provides times for small group; and provides alternative instruction.
Enrichment	Encourages hard work; stimulates new insights; provides intellectual and creative challenges; enhances knowledge; generates interest; and promotes personal growth.
Maintenance	Ensures skills are retained; strengthen students' knowledge of skills; provides additional learning opportunities; and reinforces thinking process.
Monitor	Ensures that everyone has a role; identifies best practices; connects school staff; reduces discipline, instructional practices improve, and promotes collaboration.

Source: RCPS Web site, 2007.

The research studies emphasize the importance of high expectations and accountability at all levels of the system. The effective schools research highlights the importance of high expectations for students. In these studies high expectations were held for the adults who have responsibility for students' meeting high standards. Research studies indicate that the high expectations begin with the superintendent and central office staff and include principals and teachers in schools. Accountability must be focused on academic results and classroom practices.

Research further documents that school districts are concerned with the alignment of curriculum and assessment as a factor in improving student achievement as measured by test scores. The studies indicate an almost universal concern with matching curriculum with state standards and state tests; however, approaches to alignment vary from district to district.

RCPS' 8-Step school improvement process has lead to improved academic achievement for all students.

COMMENDATION 8-A:

RCPS is commended for improving academic achievement of all students.

8.4 Special Programs

RCPS has implemented an array of special programs aimed to improve student achievement and participation in schools.

For the second nine-week grading period, all elementary schools are exceeding the 94 percent average daily attendance. For the second nine-week grading period, four middle schools are exceeding the 94 percent average daily attendance rate. Jackson Middle School is currently at 93.4 percent and Woodrow Wilson is currently at 93.7 percent.

The Department of Student Services has implemented strategies and services for working with students at risk of dropping out of school, and for students who have dropped out of school. Services often overlap in the progression from prevention to intervention to retrieval. Dropout prevention services include:

■ **Prevention Services:**

- Quality instruction
- Positive school culture
- Appropriate student support services
- Family involvement
- Staff accountability
- Technology for monitoring daily attendance and rapid parent notification system
- Overage student assessments
- Home visits
- Alternative programs
- Elementary to middle transition activities
- Middle to high transition activities

- Character education
- Bullying prevention
- Student peer conflict resolution
- Test talks
- Child adolescent outreach program

- **Dropout intervention services include:**
 - School-based mentoring
 - Response to intervention (RTI)
 - Student support team assessment and intervention
 - Case management services provided by intervention specialists
 - Alternative programs
 - Individual and group counseling
 - Student assistance program
 - Home visits
 - Crisis intervention services
 - Parent education and support
 - Test talks
 - Court supervision
 - Referral to community services

- **Dropout retrieval services include:**
 - Student support team assessment and intervention
 - Monthly dropout reports
 - Creative scheduling
 - Interagency/community-based services;
 - Case management services provided by intervention specialists
 - Alternative programs:
 - * Boys and Girls Club
 - * Adolescent Uplift
 - * New Beginnings
 - * Noel Taylor Learning Center

 - Individualized student alternative education plan (ISAEP)
 - Home visits
 - Court supervision

In addition to specific services, RCPS has implemented divisionwide initiatives to reduce the dropout rate. For example:

- Three intervention specialists have 12-month contracts and work during the summer months to locate and re-enroll students listed on the end-of-year dropout report.

- School personnel, student, parent, and administrative staff meet to develop an individualized plan to re-enroll the student and recommend and/or initiate supportive services.

- School personnel, student, parent, administrative staff and community agency representatives meet to develop an individualized plan for the student, including appropriate community based services.
- A preventive approach to reducing dropouts by assessing the educational needs of all overage students, grades kindergarten through 12, and providing appropriate remediation. A referral to student support team is initiated if other supportive services are indicated.
- A committee has been established to revise the attendance policy and attendance procedures. The goal of the committee is for RCPS to better align compulsory school attendance practices and local policy and procedures with state and federal standards, and to establish a systemwide process and written procedures manual for improving and monitoring attendance of all students.

As a result of these student services initiatives, RCPS has decreased the district dropout rate from six percent in 2000-01 to 3.69 percent in 2005-06.

- RCPS has revised and is implementing an exemplary guidance counseling program. The RCPS School Counseling Curriculum Revision Project, with full implementation projected for September 2007 establishes a model of need-based programming determined by surveying students, parents, faculty/staff, principals, and community citizens.
- Divisionwide school counseling standards and student competencies or academic, personal/social, and career developmental domains have been developed for all school counseling programs by integrating identified needs with the Virginia Standards for School Counseling Programs and the American School Counselor Association Standards for School Counseling Programs.
- School counseling curriculum pacing guides for the academic, personal/social and career developmental domains at the elementary, middle and high school levels have been developed for use at all school sites.
- School counselors have been trained in the use of the RCPS school counseling standards and student competencies, as well as the curriculum pacing guides for the academic and personal/social domains. Every RCPS school counselor is required to submit a pacing guide each nine-week period to demonstrate accountability for meeting local standards and priorities. The pacing guides will also be used as part of the school counselors' professional evaluation portfolio.

RCPS has implemented various research-based instructional programs aimed to improvement student achievement. This is the first year of implementation and program evaluation data will measure the effectiveness of these initiatives. For example,

- The English language learner program has initiated the Sheltered Instruction Observation Protocol (SIOP) Model. The model is based on current knowledge and research-based practices for promoting learning with English language learners. Critical features of high quality instruction for English language learners are embedded with the SIOP model. School teams have been trained to implement the SIOP model. The intervention strategies have been well received by school teams. Further implementation and evaluation of the model will continue in 2006-07 and 2007-08.
- RCPS has ensured the availability of a continuum of advanced classes is available for students. The gifted and talented education program continues to provide special accelerated and enrichment initiatives. Secondary schools offer advanced placement classes and IB programs to interested students.
- The Department of Special Education has developed and is implementing a special education strategic plan. Primary emphasis of the department is to document progress toward 20 special education improvement indicators as specified by the Virginia Department of Education. The department is also implementing early intervention services based on the Response to Intervention Model. Continued training and improved interface with general education tiered interventions will continue throughout 2006-07 school year.
- The Department of Career and Technical Education has expanded career and technical opportunities at the high schools. The department provides direct instruction for 2,037 students at the high school level and 1,382 students at the middle school level in state approved classes. Direct contact with local employers is maintained to assure a smooth transition from school to work for graduates. Cooperative agreements with Virginia Western Community College and the Jefferson College of Health Services are in place which allows high school students to attain early college level credit.

RCPS has demonstrated considerable progress in expanding special programs and services to students at all grade levels. These special programs support students and the division's commitment to all students.

COMMENDATION 8-B:

RCPS is commended for the development and implementation of research-based programs and instructional strategies aimed to improve student performance and improve post-secondary outcomes.

**9.0 FACILITIES USE AND
MANAGEMENT**

9.0 FACILITIES USE AND MANAGEMENT

This chapter presents findings and recommendations regarding facilities use and management in Roanoke City Public Schools (RCPS). The major sections of this chapter are:

- 9.1 Organizational Structure
- 9.2 Facilities Planning and Construction
- 9.3 Maintenance
- 9.4 Operations and Custodial Services
- 9.5 Energy Management

CHAPTER SUMMARY

Roanoke City Public Schools (RCPS) operates two high schools, six middle schools and twenty one elementary schools.

The buildings vary in age with construction dates in the early 1900's thru 2007. Every effort is made to keep them in good working order within the budget available. Custodial and maintenance staffs work diligently to provide a safe and clean environment for the students of RCPS.

The director of school plants is the primary individual responsible for the facilities. The director of school plants reports directly to the associate superintendent of management. The associate superintendent of management coordinates the facility budget, is the liaison between the director and the superintendent, and assists the director in the day-to-day decisions concerning school facilities.

The key commendations of this facility review include:

- The City Council and the School Board are commended for working together to jointly address the issue of efficiencies in the school facilities.
- Roanoke City Public Schools is commended for having the foresight to hire construction project managers.
- The Roanoke City Public Schools maintenance department is commended for using a comprehensive work order system.
- The Roanoke City Public Schools maintenance department is commended for having a completion rate on submitted work orders of over 97 percent for fiscal year 2005-06.
- The Roanoke City Public Schools is commended for staffing the building operations department (custodial services) at best practice levels.
- The Roanoke City Public Schools is commended for installing a computerized HVAC control system.

The key recommendations of this facility review include:

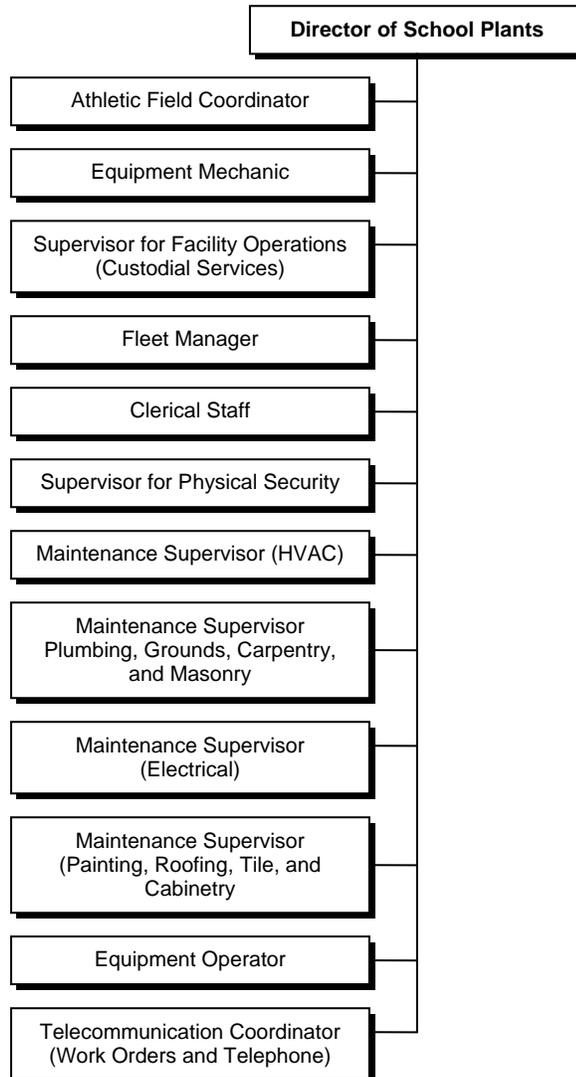
- On an annual basis, as part of the employee evaluation process, review job descriptions and make appropriate revisions.
- Ensure that the appropriate administrators have copies of agreements between the City and Roanoke City Public Schools and understand the role each plays in maintaining school facilities.
- Conduct a comprehensive school facilities study that evaluates the physical condition, educational suitability, enrollment projections, and attendance zones of the school facilities.
- Based on the data and findings from the comprehensive school facilities study, Roanoke City Public Schools should consider consolidating identified elementary schools into larger school facilities serving larger student populations.
- Develop and implement a value engineering (VE) process in Roanoke City Public Schools.
- Investigate the opportunity to use the city engineer and staff to develop the needed drawings for building remodeling and renovation projects for the school division.
- Digitize the blueprints and store copies off site or in a secure, fireproof cabinet to prevent a catastrophic loss.
- Conduct an annual customer service survey of the custodial service for each building.
- Employ a Resource Conservation Manager to lower utility costs.

9.1 Organizational Structure

The director of school plants has twelve direct reports. The facilities department has a total staff of 181 full time employees which includes the areas of maintenance, grounds, operations (custodial services), physical security, mechanics, and telecommunications.

Exhibit 9-1 shows the current organizational structure for the school plants department.

**EXHIBIT 9-1
ROANOKE CITY PUBLIC SCHOOLS
SCHOOL PLANTS DEPARTMENT
CURRENT ORGANIZATIONAL CHART**



Source: Roanoke City Public Schools Organizational Chart, 2006

FINDING

The current organization structure has the director of school plants responsible for the telephone system for the school division. Upon further investigation it was found that the role the telecommunications coordinator performs is one of coordinating with independent telephone contractors for the installation and maintenance of the phone system. Often the telephone system is coordinated by the same department that coordinates the intercom systems and computer networking.

RECOMMENDATION 9-1:

Reassign the responsibility for the telephone installation and maintenance to the technology department.

This recommendation should assist the division in making coordinated daily decisions concerning the telephone system and its interaction with the computer network and intercom systems. The recommendation should not require additional staff as long as the division continues to use independent contractors for the installation and maintenance of the telephone system.

This recommendation does not delete a position in the organizational chart.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be completed with existing resources.

FINDING

In evaluating the roles and responsibilities of the employees assigned to the department of school plants, MGT interviews reveal that the majority of the school plants personnel had not seen their current job descriptions. Personnel also indicate that they were not sure where to find a copy of their current job description and that the job description was not something that was reviewed in the annual evaluation process.

RECOMMENDATION 9-2:

On an annual basis, as part of the employee evaluation process, review job descriptions and make appropriate revisions.

By ensuring that employees are familiar with their job descriptions and the job descriptions are updated, employees are assured that they are performing tasks that are important to the organization. Employees also benefit from knowing that their immediate supervisor has a working knowledge of their responsibilities and the role they play within the organization. Accurate and up-to-date job descriptions that are easily accessible by employees are very important to new personnel looking for guidance about job expectations.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be completed with existing resources.

9.2 Facilities Planning and Construction

Addressing the need for school facilities was expressed by all individuals interviewed as a top priority for RCPS. Planning for facilities to respond to stagnant and declining growth in RCPS has been and continues to be a significant task. The school division has nine elementary schools that were built before 1935. Some of these elementary school buildings, along with other school buildings, are in desperate need of new roofs and other significant repairs.

RCPS has encountered a decline in enrollment, particularly in some of the neighborhood elementary schools. The excess capacity in some schools coupled with the need for expensive repairs and renovations has led to many discussions with school and city leaders concerning what is best for the students of RCPS.

The school division has not been ignoring the facilities issue. This fall students occupied parts of the new Patrick Henry High School. Construction continues on the new high school and it is anticipated that it will be totally completed before next fall semester. An additional new high school has been approved and will be ready to start construction in the near future. During the 2005 school year the Roanoke Academy for Math and Science opened. This new elementary school was built to replace an existing neighborhood facility that was closed.

FINDING

The City of Roanoke and RCPS have established a Joint Facilities Committee that is charged with recommending potential cost savings and identifying other efficiencies related to facility use while maintaining or enhancing the quality of instruction, support and municipal services. The four questions they are addressing are:

- What educational space does Roanoke have?
- What educational space is needed?
- What facilities can the city offer for school use?
- What facilities can the school offer for city use?

The committee has been meeting and has been very active in addressing their charge.

COMMENDATION 9-A

The City Council and the School Board are commended for working together to jointly address the issue of efficiencies in the school facilities.

FINDING

MGT personnel had an opportunity to tour numerous school facilities. Two of the facilities that were visited were Forest Park Elementary School and Oakland Elementary School. It was observed that both of the school buildings had significant roof problems that included the tiles coming loose and sliding to the ground. The school division has installed a metal stripping which is attached to the eaves of the building that is designed to catch tiles as they come loose and prevent them from sliding off the roof. Discussions with the director of plant facilities concerning these conditions led to the fact that the school buildings are owned by the City of Roanoke and maintained by the school division.

With the arrangement of ownership of school facilities by the city and maintenance by the school division the issue of liability arose. The director of school facilities was not aware or able to provide any type of formal agreement between the City of Roanoke and the school division concerning the roles each entity plays associated with the maintenance and upkeep of the school facilities and liability.

RECOMMENDATION 9-3:

Ensure that the appropriate administrators have copies of agreements between the City and Roanoke City Public Schools and understand the role each plays in maintaining school facilities.

The director of school facilities should be aware and have copies of existing written agreements between the City of Roanoke and RCPS concerning the expectations and roles each party plays in the maintenance and upkeep of school facilities. Without an awareness of the expectations of the City of Roanoke, who is the owner and fiscal agent of the school facilities, concerning the maintenance and upkeep of these facilities, the potential for misunderstandings and liability may exist.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be completed with existing resources.

FINDING

Due to the current physical condition of the roofs on Forest Park Elementary School and Oakland Elementary School there is some potential for liability. In the event that formal agreements do not exist between the City of Roanoke and RCPS concerning facilities maintenance, development of formal documentation is important and needed. This documentation should address what could be a potentially liable situation based on the maintenance of school facilities.

RECOMMENDATION 9-4:

The superintendent of Roanoke City Public Schools and the school division's legal counsel should meet with the city manager and city's legal counsel to discuss this school facilities maintenance and develop whatever documents they deem are appropriate.

The purpose of these agreements is to ensure there is a clear understanding of the roles the city and the school division play in the ownership and maintenance of all school facilities.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be completed with existing resources.

FINDING

According to information provided by RCPS there appears to be extra capacity in the total school facilities that averages approximately 27 percent. The elementary schools have the greatest excess capacity at 31 percent followed by the middle schools at 29 percent, and the high schools at 20 percent. The excessive capacity represents room for an additional 2,708 elementary students, 1,272 middle school students and 885 high school students in existing school buildings. The total useable student capacity is 17,503

students. In the 2005-2006 school year a total of 12,638 students were enrolled in all schools, equaling an excess student capacity of 4,865 students.

It is extremely important to evaluate how the capacities of the schools have been calculated. The information provided from RCPS in the five-year capital improvement plan for fiscal years 2007 through 2011 identify the constructed student capacity as the total number of classrooms constructed for the schools including modular classrooms. The total numbers of classrooms in a school building were then multiplied by the state standard of 25 students per classroom. This total number of students was then compared to the current usable student capacity which is defined in the report as the total number of classrooms multiplied by between 14 to 20 students for the primary grades (kindergarten through third grade) and 25 students for grades four through 12. RCPS participates in the VDOE K-3 reduced class size initiative, which limits the number of students below the VDOE base standard.

During a comprehensive school facilities study, capacity of specific instructional spaces may differ. For example a music room, art room, and special-education room would not have the same capacity as a general classroom. Modular classrooms are not normally counted because they are not a part of the permanent school facility. Caution should be used in drawing conclusions for capacity as identified in the five year capitol improvement plan and in the following exhibits that were extracted from that plan.

Exhibit 9-2 shows the useable student capacity for the elementary schools for the 2005-06 school year as shown in the five year capitol improvement plan. Net Enrollment is the difference between the current useable student capacity and the student enrollment for 2005-06.

**EXHIBIT 9-2
CAPACITY FOR THE ROANOKE PUBLIC ELEMENTARY SCHOOLS
SCHOOL YEAR 2005-06**

SCHOOL NAME	CURRENT USEABLE STUDENT CAPACITY	STUDENT ENROLLMENT 2005-06	NET ENROLLMENT	% OF USEABLE CAPACITY
Crystal Springs	336	332	4	99
Fairview	558	393	165	70
Fallon Park	615	436	179	71
Fishburn Park	540	291	249	54
Forest Park	356	271	85	76
Garden City	533	288	245	54
Grandin Court	313	209	104	67
Highland Park	337	220	117	65
Huff Lane	356	218	138	61
Hurt Park	413	209	204	51
Lincoln Terrace	391	191	200	49
Monterey	561	341	220	61
Morningside	377	297	80	79
Oakland	245	165	80	67
Preston Park	331	227	104	69
Raleigh Court	440	334	106	76
Roanoke Academy	394	283	111	72
Round Hill	349	302	47	86
Virginia Heights	320	243	77	76
Wasena	297	253	44	85
Westside	688	539	149	78
Total	8,750	6,042	2,708	69%

Source: RCPS Five Year Capitol Improvement Plan, FY 2007-2011.

Exhibit 9-3 shows the useable student capacity for the middle schools for the 2005-06 school year as shown in the five year capitol improvement plan.

**EXHIBIT 9-3
CAPACITY FOR THE ROANOKE PUBLIC MIDDLE SCHOOLS
SCHOOL YEAR 2005-06**

SCHOOL NAME	CURRENT USEABLE STUDENT CAPACITY	ENROLLMENT FY 2005-06	NET ENROLLMENT	% USEABLE CAPACITY
Addison	895	501	394	56
Breckenridge	625	461	164	74
Jackson	600	489	111	82
Madison	700	546	154	78
Ruffner	875	569	306	65
Wilson	675	532	143	79
TOTAL	4,370	3,098	1,272	71%

Source: RCPS Five Year Capitol Improvement Plan, FY 2007-2011.

Exhibit 9-4 shows the useable student capacity for the high schools for the 2005-06 school year as shown in the five year capitol improvement plan.

**EXHIBIT 9-4
CAPACITY FOR THE ROANOKE PUBLIC HIGH SCHOOLS
SCHOOL YEAR 2005-06**

SCHOOL NAME	CURRENT USEABLE STUDENT CAPACITY	ENROLLMENT FY 2005-06	NET ENROLLMENT	% USEABLE CAPACITY
William Fleming	2,092	1,668	424	80
Patrick Henry	2,291	1,830	461	80
TOTAL	4,383	3,498	885	80%

Source: RCPS Five Year Capitol Improvement Plan, FY 2007-2011.

Exhibit 9-5 shows the useable student capacity for the total schools for the 2005-06 school year.

**EXHIBIT 9-5
TOTAL CAPACITY FOR THE ROANOKE PUBLIC SCHOOLS
SCHOOL YEAR 2005-06**

SCHOOL CATEGORIES	CURRENT USEABLE STUDENT CAPACITY	ENROLLMENT FY 2005-06	NET ENROLLMENT	% USEABLE CAPACITY
Total Elementary Schools	8,750	6,042	2,708	69
Total Middle Schools	4,370	3,098	1,272	71
Total High Schools	4,383	3,498	885	80
DIVISION TOTAL	17,503	12,638	4,865	72%

Source: RCPS Five Year Capitol Improvement Plan, FY 2007-2011.

A common response of school divisions that appear to have excess capacity is to close schools. Making recommendations and decisions that lead to the closure of schools are not decisions that should be taken lightly. The closure of neighborhood schools and the impact these closures have on local communities and students are difficult and may have long term fiscal and political ramifications. The governing bodies for the school division which include the City of Roanoke City Council and RCPS School Board have had and continue to have discussions on the most effective way to address the issue of over-capacity. It is difficult for all parties to agree unless they are evaluating information and data that they all believe to be accurate.

The decision to reduce capacity and ultimately close school buildings must be data-driven, yet be a process that allows people the opportunity to be heard. In order for accurate impartial data to be the catalyst and basis for sound decisions, serious consideration should be given to using impartial people in the collection and evaluation of the data as well as the development of the various options for consideration that will address the issues.

RECOMMENDATION 9-5:

Conduct a comprehensive school facilities study that evaluates the physical condition, educational suitability, enrollment projections, and attendance zones of the school facilities.

In order for the difficult issues concerning school capacity and facilities to be resolved, it is imperative that all entities share the same common vision and objectives for accomplishing that vision. This can only be accomplished by the development of a comprehensive school facility study that utilizes multiple sources of data, considers the fiscal implications, and is focused on the educational programming and student needs of the RCPS. MGT consultants believe that this plan should be compiled by an independent, unbiased third party.

The school facilities study needs to include the following:

- **Building Capacity and Utilization.** Exhibits 9-2 thru 9-5 indicate an excess capacity and under-utilization of RCPS school facilities. It is often believed that closing schools with the lowest capacity is the correct answer and in some cases that may be true. Other factors should also be considered such as the physical condition of the school, attendance zones, potential increases in the enrollment in the future and distances to relocate the students.
- **Enrollment Projections.** A school facilities study should include enrollment projections that take into consideration cohort survival rates, development of housing units, and average percentage increases in enrollment over time. The projections should be compared to actual enrollment data on a yearly basis.
- **Building Conditions.** An assessment of the physical conditions should be conducted to ensure the structural integrity of the buildings is satisfactory. This physical assessment of all division buildings should include structural, electrical and mechanical systems, safety issues, and accessibility issues. By conducting a physical assessment of all

buildings, RCPS will be able to create a ranked list of those schools most in need of repair, renovation or replacement. The following schools are more than 75 years old and could have significant physical condition problems:

- Highland Park built in 1906
 - Crystal Springs built in 1922
 - Oakland, Jackson, and Virginia Heights built in 1923
 - Woodrow Wilson built in 1927
 - Wasena built in 1928
 - Breckinridge built in 1932
-
- **Educational Suitability.** The educational programs should drive the design and functionality of the school facility. The school facilities study should include an educational suitability assessment of all school buildings which includes general classrooms, special learning spaces, and support spaces. By conducting an educational suitability assessment, RCPS will be able to create a rank list of those schools most in need of renovation or replacement based on their ability to meet facility requirements based on the educational programs. The assessment should provide information regarding the appropriateness of room size, adjacencies, utilities, storage, and equipment.

 - **Attendance Zones.** The attendance zones for the RCPS have not been evaluated and modified since the 1970's. Currently there are situations where students are not in the attendance zone for a school within two blocks of their homes. Attendance zones also are scattered and buses have to drive through other attendance zones to pick up and deliver students. Attendance zone number 12 is a prime example. As new housing additions develop in the City of Roanoke, student populations easily can shift and overcrowding of elementary schools can occur rapidly. The school facility study should consider alternatives to the attendance boundaries based on current and projected growth. Integration of the RCPS student database with the County GIS system will enable attendance zones to be explored more easily.

 - **Building Sites.** A potential solution to the capacity issues might be the closure of many old and expensive-to-renovate schools, replacing them with a new school. The identification of possible sites and the costs associated with those sites must be identified as part of the facilities master plan.

 - **Community Involvement.** The engagement of all division stakeholders in a comprehensive, data-driven, thoroughly researched, and well documented facility study will provide the division with the information and support that will be necessary to implement meaningful facility improvements. In addition to an analysis of needs, the study should engage staff and the community in establishing facilities priorities for the division. In order for this process to succeed, all parties must be

willing to reevaluate their perception in relationship to facility needs and take a fresh look at how best to address those needs.

- Costs. School facilities are expensive. All entities must strive to ensure the construction of facilities that provide sound educational programs in the most cost-effective manner. To accomplish this goal compromise will likely be necessary. The school facilities study, when completed, presents the vision and the process for reaching that vision based upon sound data and information.

A comprehensive facilities study is an effective planning tool that can help ensure the division is utilizing its schools in a cost-effective manner and the physical facilities are supporting the educational programs. The results of the study will assist the division in identifying the following:

- Five-year enrollment projections.
- Five-year capacity and utilization analysis.
- Attendance zone analysis.
- Identification of deferred maintenance needs.
- Identification of capital construction needs to meet educational program requirements.
- Strategies to meet facility issues such as underutilization, overcrowding and unmet educational program needs.
- Priority ranking of all major maintenance and capital construction projects by school and by year.
- Budget estimates by project by year.

FISCAL IMPACT

A copy of the recent Request for Proposal that included many of the items that MGT identifies as part of a comprehensive facilities study and the dollar amount bid for the study was provided to MGT personnel. The bid was rejected due to the cost exceeding the budgeted amounts from the city and the school division. In order to reduce the costs associated with the study MGT recommends that the study be accomplished in phases. The first phase should address the elementary schools facility needs only. The second phase should consider the middle schools facility needs. A study of the high schools facility needs would not be recommended at this time due to the construction of two new high schools scheduled to be completed in the next few years.

Considerations should be given to financing the elementary study over two fiscal years thus reducing the amount needed in any given year.

It is estimated that an elementary schools facilities study as outlined in this report can be accomplished for \$100,000 to \$130,000 and a middle school study completed for an additional \$60,000. The total expenditure would not exceed \$190,000 in a three fiscal

year time period starting in the 2007-08 fiscal year. It is important to note this does not include a study for the high schools.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
School Facilities Studies	(\$65,000)	(\$65,000)	(\$60,000)	\$0	\$0

FINDING

The average elementary school currently enrolls 287 students. Based on the recommendations from the comprehensive facilities study that involves the educational suitability, structural integrity of buildings, enrollment projections, an evaluation of attendance zones, and stakeholders input, decisions may be made to close existing schools. The capacity data, age and physical condition, and educational suitability should be primary factors in determining which neighborhood elementary schools should be closed. Consideration should be given, based on the data, for not only closing schools but replacing the schools with new facilities that would serve a larger attendance zone and population base. Consolidation of neighborhood schools into larger neighborhoods with new facilities should be a primary goal.

RECOMMENDATION 9-6:

Based on the data and findings from the comprehensive school facilities study, Roanoke City Public Schools should consider consolidating identified elementary schools into larger school facilities serving larger student populations.

The decision to close schools is always difficult. By utilizing a comprehensive analysis and involving the key stakeholders in the process the criteria used to make the decisions for school closures will be well documented and understood by all parties. Individuals may not agree on the decisions that are made but they will be comfortable the process was unbiased and data driven.

FISCAL IMPACT

The savings associated with the closing of schools and consolidation of school facilities come from three sources. The first source is the reduction of staffing levels which include principals, associate principals, office staff, and custodial services. The second savings is the elimination of utility costs. The third savings is the elimination of maintenance costs.

Exhibit 9-6 outlines the estimated savings associated with staffing utilizing current data. Actual personnel savings may significantly differ from these estimates due to changes in staffing and compensation between now and the time a school maybe closed. These savings were calculated for the positions utilizing the midpoint salary as identified by the current RCPS salary schedule. The dollar amount of the benefits was calculated at the rate of 33 percent. The principal and building operations workers' salaries were estimated using a 12 month period. The secretary salaries were estimated using a 10 month salary period.

**EXHIBIT 9-6
STAFFING SAVINGS DUE TO SCHOOL CLOSURES**

POSITION	SALARY	TOTAL FRINGE BENEFITS @ 33%	TOTAL COMPENSATION
Elementary principal	\$74,723	\$24,659	\$99,382
Elementary assistant principal	\$55,754	\$18,399	\$74,153
Elementary school secretary pay level 1	\$20,117	\$6,639	\$26,756
Elementary school secretary pay level 2	\$21,126	\$6,972	\$28,098
Three Building operations workers	\$50,325 (3 times \$16,775)	\$16,607	\$66,932
TOTAL	\$222,045	\$73,276	\$295,321

Source: RCPS Salaries Schedule FY 2006-07.

The utility and maintenance cost savings associated with closing an elementary school were determined by using the current fiscal year's budgeted items for utilities and maintenance costs. These costs may significantly differ from these examples due to increasing or decreasing maintenance and utility costs between now and the time a school may be closed.

The cost per student was determined by taking the total student enrollment at full capacity which equals 17,503 students (**Exhibit 9-5**) and multiplying it times 95 percent which equals 16,627 students. The factor of 9 percent is used to represent a 95 percent utilization rate of the school facility.

The total utilities costs which include electric, gas, water and sewer, and telephones equals \$3,795,708 divided by 16,627 students for a per student cost of \$228.

The total maintenance expenses, including personnel, equals \$2,965,155 divided by 16,627 students for a per student cost of \$178.33.

The average elementary school size equals 287 students. To determine this the current enrollment of 6,042 elementary students was divided by 21 total elementary schools.

For the fiscal impact, an average elementary school size of 300 students would equal a staff savings of \$295,321. The utility cost savings would equal \$288 times 300 students for a total of \$86,400. The maintenance cost savings are calculated by taking \$178.33 times 300 students which equals \$53,499. The estimated cost savings for staffing, utilities and maintenance by closing one average sized elementary school of 300 students would equal \$435,439 per year.

Actual net savings will be determined based upon the number of schools closed in the consolidation process and the size of the new school.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Cost Savings by Closing an Average Sized Elementary School of 300 Students. Savings Per School	\$435,220	\$435,220	\$435,220	\$435,220	\$435,220

FINDING

RCPS does not have a standard set of educational specifications to assist design professionals as they design new construction projects or renovation projects. Educational specifications are a set of concisely written, organized objectives that describe the educational facility needs of students, educators, and the community. They collectively outline what these groups want to achieve. In addition to educational specifications, a list of standardized fixtures for plumbing, HVAC, electrical and other trades areas that will be used in new construction and renovations of facilities will reduce inventories and improve consistency of quality through out the division's buildings.

These educational specifications and standardized fixtures serve as written communication between the educators and the design professionals.

RECOMMENDATION 9-7:

Roanoke City Public Schools should develop and adopt a set of education specifications and standardized fixtures for school facilities.

By developing and adopting a set of education specifications and standardized fixtures for facilities, the school division establishes a standard for all schools to achieve. The educational specifications will provide architects the specific requirements, as established by the division, for space allocations and the requirements for support services within each building. The standardized fixtures will provide the architects the level of quality expected and establish uniformity of fixtures across division facilities. Education specifications should be developed and approved for elementary, middle and high schools. The maintenance personnel should be involved in assisting in the development of the list of standardized fixtures.

Consideration should be given to adopting the draft "Recommendations for Public School Building Construction" as identified by the Commonwealth of Virginia. Modifications to these educational specifications can be made over time to meet the specific educational needs of RCPS.

FISCAL IMPACT

Based on current staff and resources available, MGT believes this recommendation can be accomplished using existing resources and the school facilities study.

FINDING

Roanoke City Public Schools has not developed and utilized prototypical educational designs for high schools, middle schools, and elementary schools. Having prototypical building design specifications ensures efficiencies in design and construction for future schools.

The development and utilization of prototypical school designs have several beneficial results including:

- Functional adequacy of the building as it relates to educational programs.
- A reduction in the number of change orders as a result of standardization.
- Standardization that contributes to greater overall efficiency and construction.
- Greater efficiencies in maintenance and custodial services.

RECOMMENDATION 9-8:

Roanoke City Public Schools should develop prototypical school designs for elementary and middle schools.

Prototypical designs do not have to have identical exterior/interior appearances. A wide variety of interior/exterior finishes, exterior trim, and covered walkways permit tailoring schools to neighborhood areas while capitalizing on the advantages of prototypical designs. These individualized design features should be developed by a users group of staff as a committee function. Topography of building sites can limit the consistent use of prototypical schools.

FISCAL IMPACT

By utilizing a prototypical design for elementary and middle schools, the architecture fees and construction costs can be reduced significantly.

FINDING

RCPS does not have a mechanism to determine if the design, materials, etc. they are utilizing are the most cost-effective for the school system over the long term. It is possible that some of the materials used to save dollars initially may in fact cause more operational costs over the life of the facility. Conversely, there may be other more cost effective materials and/or design attributes that could save initial cost.

The design of a school facility can significantly increase the construction costs of a new school. The utilization of a value engineering (VE) team can assist in reducing the construction costs and ensuring the facility is designed to enhance the educational experience for the students. In 2005, the Roanoke Academy for Math and Science was completed. This fall a portion of the Patrick Henry High School was occupied. MGT personnel had an opportunity to tour both of these new facilities. During the tour it was noted that the amount of hallway and width of the hallways in the Patrick Henry High School may have been excessive, and the use of at least 14 different colors of floor tile and paint colors were used which can increase maintenance costs. The Roanoke Academy has instructional spaces for children to gather and work with laptop computers. These spaces appeared not to be utilized as they were originally designed. It was reported to MGT personnel that over 50 different colors of paint were used in the academy building.

Value engineering is a review process that identifies areas of cost savings early in the design process so that changes and adjustments can be made in the construction documents without re-design fees. The process is normally completed by an outside group of architectural, engineering, and educational consultants who review the documents at the completion of design development to determine if alternative systems or methods can reduce the construction costs. The goal is to receive the same value or quality for less money. If the process is completed properly and the recommendations implemented, the building will function as intended often for less money either initially or over the life of the facility.

RECOMMENDATION 9-9:

Develop and implement a value engineering (VE) process in Roanoke City Public Schools.

The process should be conducted by an independent consulting team comprised of architects, mechanical and electrical engineers, educational specialists, cost estimators, and other professionals depending on the type of project reviewed. The VE process should be conducted early in the design development when enough design information is available to determine costs accurately, but changes can be made without re-design fees. MGT, based upon past value engineering projects, estimates a three percent net savings by using a value engineering process.

FISCAL IMPACT

The fiscal impact for this recommendation is estimated as a net savings of \$1,484,250 as shown in **Exhibit 9-7**.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Develop a Value Engineering Process	\$1,424,250	\$60,000	\$0	\$0	\$0

**EXHIBIT 9-7
COMPARISON OF SCHOOL CONSTRUCTION COSTS
2007-2011**

BUILDING PROJECT	PLANNING YEAR	ESTIMATED COST	VE SAVINGS RATE %	ESTIMATED VE SAVINGS
William Fleming High School	2007	\$43,375,000	3	\$1,301,250
William Fleming Stadium	2007	\$4,100,000	3	\$123,000
Raleigh Court Renovation	TBD	\$2,000,000	3	\$60,000

Source: RCPS Five Year Capital Improvement Plan, 2007-11.

FINDING

When renovation or new construction projects are completed, feedback on the project is not formally gathered or used to improve similar projects in the future. Therefore, at least two important questions are not addressed:

- How might the building be better designed and constructed to meet the educational specifications?
- How might the educational specification be revised to better meet program requirements?

RECOMMENDATION 9-10:

Conduct post-occupancy reviews of major facility renovations or new construction projects upon completion.

The information gathered by a post-occupancy review team should be compared to the original educational specification. In addition, the educational specification should be examined for its accuracy in describing the facility needs of the educational program. A post-occupancy evaluation team should include three types of individuals:

- An architect with school design experience.
- An engineer with school design experience.
- An educator with experience in the development of educational specifications.

FISCAL IMPACT

The division is in the process of designing a new high school while at the same time occupying the Patrick Henry High School. This presents a rare opportunity to implement a post-occupancy review process and utilize the data immediately. The fiscal impact of this recommendation will not be realized until after the completion of major construction projects and the buildings have been in use for a minimum of a year. The recommended changes are then incorporated into future facilities. Estimating a dollar amount is difficult since the scope of the recommendations is unknown.

FINDING

The RCPS utilizes Board Policy DJH, which addresses contracts, for the submission of change orders. School Board policies or written administrative procedures regulating change orders should be addressed separately in the policy manual. Policy and written administrative procedures should be in place to help control project cost increases due to change orders.

RECOMMENDATION 9-11:

Develop and adopt policies and procedures governing construction change orders.

The implementation of this recommendation should result in more effective School Board and executive administrative control over construction change orders. When a situation arises that reduces or increases the project cost or scope of work, construction management personnel should prepare a change order. Specifically, the owner's representative for the construction project must authorize a change order request. Change order requests are then taken to the School Board at their next regularly scheduled meeting for approval.

Such policies and procedures make it easier to detect abuses that could occur, and this recommendation will result in provisions that should minimize those opportunities. **Exhibit 9-8** provides a sample construction change order policy.

**EXHIBIT 9-8
SAMPLE CONSTRUCTION CHANGE ORDER POLICY**

The superintendent or administrative designee is authorized to approve construction change orders that will not increase the contract amount more than twenty five thousand dollars (\$25,000) over the original contract amount or the last contract amount (increase or decrease) approved by the School Board and recorded in its minutes.

1. All requests for change orders must be in writing and must be approved in writing before the work is done.
2. Requests to change orders concerning the same subject shall not be split in the event that the sum total of the initial request increases the contract amount by more than twenty five thousand dollars (\$25,000).
3. Under no circumstances shall subcontracted construction management firms or personnel approve construction change orders.
4. Copies of all approved change orders shall be provided to the School Board at its first regular or special meeting following the approval date of the change order.

Source: MGT of America, Inc. 2007.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be implemented with existing resources.

FINDING

RCPS currently has a construction project manager on staff who is responsible for major renovations to existing school facilities. In addition to that position, the school division has hired a construction project manager solely responsible for the Patrick

Henry High School. The use of construction managers was reported as having a significant positive fiscal impact for the school division.

COMMENDATION 9-B

Roanoke City Public Schools is commended for having the foresight to hire construction project managers.

FINDING

RCPS, like all public sector organizations, must adhere to the appropriate building codes. These codes require architectural drawings for any remodel or renovation of an existing facility. The school division has an architect on retainer for \$50,000 a year to assist them in developing the appropriate drawings for minor remodel and repairs that meet current building code requirements.

RECOMMENDATION 9-12:

Investigate the opportunity to use the city engineer and staff to develop the needed drawings for building remodeling and renovation projects for the school division.

If the school division were able to utilize existing city personnel to assist them in developing the appropriate drawings and paperwork associated with the building permit process the school division could recognize a \$50,000 savings per year which is currently being expended on architectural fees. This arrangement would be another example of the city and the school division working together and assisting each other while at the same time being fiscally responsible.

FISCAL IMPACT

If this recommendation is implemented there would be a \$50,000 savings per year for a total of \$250,000 over a five year time period.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Utilize the City Engineer for the Design of Minor Remodel and Renovation Projects	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000

9.3 Maintenance

The maintenance of facilities is critical to ensuring an effective instructional program. Appropriate heating and cooling levels, building and room appearances, condition of restrooms and other facilities, as well as safety concerns, all impact how students and faculty/staff are able to carry out their respective responsibilities. Ineffective or inadequate maintenance leads to increased costs for facility operations by shortening the useful lifespan of equipment and buildings.

The maintenance of RCPS facilities is a joint endeavor between the director of school plants, the maintenance staff, and the principals of each building. The principals of each school and the building managers identify and communicate maintenance needs on an as needed basis. These maintenance requests are entered into the computerized work order software package by building principals and building managers utilizing the division intranet.

FINDING

Exhibit 9-9 shows the number of square feet maintained by each maintenance worker, and indicates that the grand total of square feet that the maintenance department is maintaining equals 2,144,125. The American School and University Magazine, in the April, 2006 edition, reported that the average square feet per maintenance employee in school divisions in the size range of RCPS is 80,240 square feet. With a total square footage in RCPS of 2,144,125 square feet and 26 tradesmen, not including grounds personnel, the total square-feet per maintenance employee is 82,466 square feet which is not significantly higher than the recommendation.

**EXHIBIT 9-9
ROANOKE CITY PUBLIC SCHOOLS
BUILDING SQUARE FEET
2005-06 SCHOOL YEAR**

TOTAL SQUARE FEET MAINTAINED	MAINTENANCE PERSONNEL	GROSS SQUARE FEET PER PERSONNEL
2,144,125	26	82,466

Source: RCPS Department of Facilities and Planning, 2007.

COMMENDATION 9-C

The Roanoke City Public Schools is commended for staffing the maintenance tradesmen at the recommended level on a per square feet basis.

FINDING

Security is provided for the school facilities by the division security department whenever schools are not in session. The physical security department is part of the maintenance staff and is responsible for the monitoring of school facilities and responding to the schools if needed. In addition to the monitoring of the schools, the security department assists in the installation of cameras and other security equipment for the entire school division.

COMMENDATION 9-D

The Roanoke City Public Schools is commended for allocating resources needed to ensure the security of the school facilities whenever they are not in use.

FINDING

RCPS does not have written maintenance standards as part of their School Board policy manual, or guidelines for expenditures of maintenance funds. This has a negative impact on the overall maintenance of the school division because economies of scale are lost in the process and principals have no gauge to determine quality. Instead principals and other staff in the buildings make requests from the maintenance department for items that may not adhere to or are beyond the established standards.

The school division should have maintenance standards which apply to all facilities and help guide the maintenance program. Without the standards to guide the maintenance department and its budget, the levels of repair at the different schools will vary according to the wishes and desires of the building principal.

RECOMMENDATION 9-13:

Create maintenance standards that define the expectations for the maintenance of school buildings.

Maintenance standards will create the same level of expectations, and thus internal consistencies, across the school division. This will improve the quality of repairs and preventative maintenance activities. **Exhibit 9-10** is an example of what should be included in maintenance standards. It is important to note that preventative maintenance is recommended to be the major maintenance activity. RCPS has developed a comprehensive preventative maintenance schedule that identifies the frequency of preventative maintenance tasks.

**EXHIBIT 9-10
SAMPLE MAINTENANCE STANDARDS**

Maintenance Service - STANDARD

- Recommended level based on professional engineering, architectural, and journeyman trade practices. RS MEANS standards used as a baseline reference for schedules and costs.
- Minimum life cycle cost resulting in maximum return on investment of maintenance expenditures.
- All major systems are inspected on a regularly scheduled basis.
- Preventative maintenance constitutes more than 80 percent of all maintenance activities.
- Comfort control breakdowns responded to within one working day.
- Level of maintenance for institutional and educational buildings satisfies all code and regulatory requirements.

Source: MGT of America, Inc. 2007.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be implemented with existing resources.

FINDING

The facilities and maintenance department uses School Dude Maintenance Direct software for managing the work order process. The work order management system:

- Allows staff to electronically submit work order requests and check the status on-line.
- Automatically notifies requesters via e-mail as the work is assigned and completed.
- Automatically assigns the work order request.
- Notifies technicians of new work order assignments via e-mail.
- Notifies supervisors of emergency work orders via cellular page.
- Associates budget codes, projects and equipment with work orders.
- Tracks all e-mail related to each work order.
- Includes interactive calendar for resource scheduling.
- Records transactions for labor and purchases.
- Integrates with additional School Dude software.

Currently, the work order software is not tied into the accounting or inventory systems.

COMMENDATION 9-E

The Roanoke City Public Schools maintenance department is commended for using a comprehensive work order system.

FINDING

The maintenance department for fiscal year 2005-06 had a total of 6,193 work orders submitted. During that same time period, the maintenance department was successful in completing 6,045 work orders. This equates to a completion rate of 97percent.

COMMENDATION 9-F

The Roanoke City Public Schools maintenance department is commended for having a completion rate on submitted work orders of over 97 percent for fiscal year 2005-06.

FINDING

RCPS building blueprints are stored in a room in the upper portion of the facilities building. The drawings are used by the maintenance department and by subcontractors. The division's blueprints have not been digitized and copies are not stored off-site in case of a catastrophic loss.

Digitizing the blueprints and storing copies of the blueprints in a secure location is extremely important since these blueprints are irreplaceable. Many of the school buildings are over fifty years old and have had numerous renovations. Finding duplicate and current copies of blueprints would be almost impossible.

RECOMMENDATION 9-14:

Digitize the blueprints and store copies off site or in a secure, fireproof cabinet to prevent a catastrophic loss.

By digitizing the blueprints, off-site storage is simplified. Digital blueprints can provide easy access for existing facilities for contractors, architects and maintenance personnel. In case of fire or other catastrophic loss, having a copy of the blueprints with City and County emergency personnel may allow a quicker and more effective response in an emergency situation.

FISCAL IMPACT

The fiscal impact for digitizing the blueprints and storing them offsite is estimated to be \$2,000 per site plus \$1,000 for a fireproof cabinet. Total fiscal impact to digitize these irreplaceable blueprints is a cost of \$59,000.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Digitizing Blueprints	(\$58,000)	\$0	\$0	\$0	\$0
Fire Proof Storage Cabinet	(\$1,000)	\$0	\$0	\$0	\$0
TOTAL	(\$59,000)	\$0	\$0	\$0	\$0

9.4 Operations and Custodial Services

The buildings of any school division represent a substantial investment by the community, and should be maintained in an orderly and sanitary condition. To this end, the buildings should be staffed by a sufficient number of custodians with adequate supplies and materials to keep the building in a clean and attractive state. The workloads of custodians should be reasonably balanced and custodian responsibilities should be clearly outlined in both their job descriptions and a list of daily, weekly, and monthly tasks.

Custodians have many responsibilities in addition to the traditional role of housekeeping tasks. Assisting with building security, dealing with hazardous materials, and energy conservation are among the tasks assigned to most custodians in a modern school district.

RCPS custodians are very dedicated to their jobs and the building appearances exemplify that dedication.

FINDING

The building operations workers (custodians) have an established training program that covers the guidelines and explains the expectations of the division in relationship to cleanliness of the facilities. This training program covers general cleaning, restrooms, floors, foul odors, hallways, kitchens, carpets, buffing, and care of equipment etc.

In addition to training, the operations supervisor has developed and implemented rewards and recognition programs for the building operations employees. These programs include employee of the month, and a monthly evaluation and recognition of facilities for cleanliness.

COMMENDATION 9-G

The building operations department is commended for developing and implementing a comprehensive training program for employees and recognizing employees for doing an outstanding job.

FINDING

RCPS currently employs a training coordinator who conducts the training programs for custodians in both a formal and informal setting. The coordinator is responsible for the weeklong training program that each custodian receives at the beginning of their employment and provides continuing education for custodians on an as-needed basis. This emphasis on training ensures that all employees have the knowledge base needed to be successful in their job and conduct their job in a safe and efficient manner.

COMMENDATION 9-H

The Roanoke City Public Schools is commended for providing a training coordinator for custodial services.

FINDING

The actual standards for cleanliness are unwritten but are currently conveyed by the custodial manager. His expectations are very high as exemplified by the cleanliness of the facilities. In order to ensure a continuation of cleanliness standards in the event of a change in management it is important that the expectations are written and approved as either policies or guidelines.

RECOMMENDATION 9-15:

Establish policies or guidelines that set cleanliness standards for the facilities.

Exhibit 9-11 provides examples of cleanliness levels. RCPS, based upon available resources, and the philosophy of the division in relationship to custodial services, should establish a common level of cleanliness for all educational facilities. This provides supervisors and custodians with a common statement of expectations.

**EXHIBIT 9-11
THE ASSOCIATION OF HIGHER EDUCATION FACILITIES OFFICERS
CLEANLINESS SCALE**

Level 1: Ordinary Spotlessness – Only small amounts of litter and ashes in containers. Floor coverings are kept bright and clean at all times. No dust accumulation on vertical surfaces, very little on horizontal surfaces. All glass, light fixtures, mirrors, and washbasins are kept clean. Only small amounts of spots visible.
Level 2 Ordinary Tidiness – Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dusting is maintained at a high level. All glass, light fixtures, mirrors, and washbasins show evidence of spots and dust.
Level 3: Casual Inattention – Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dust accumulation on vents, vertical, and horizontal surfaces. All glass, light fixtures, mirrors, and washbasins show accumulations of dust, spots, and prints.
Level 4: Moderate dinginess – Waste containers are full and overflowing. Floor coverings are normally dull, marked, and spotted with infrequent peaks. Dusting is infrequent and dust balls accumulate. All glass, light fixtures, mirrors, and washbasins are dirty and spotted.
Level 5: Unkempt Neglect – No trash pickup. Occupants of building are responsible. Regular floor care is eliminated. Dusting is eliminated. All glass, light fixtures, mirrors, and washbasins are very dirty.

Source: APPA, 1998.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be implemented with existing resources.

FINDING

RCPS is staffing its custodial services at best practice levels. In previous performance audits, MGT has seen school systems assign an average of between 12,600 square feet and 23,000 square feet per custodian. Based on these averages, MGT has determined that the best practice for custodial cleaning staff is approximately 19,000 gross square feet per custodian plus .5 FTE for elementary schools, .75 FTE for middle schools, and 1.0 FTE for high schools.

RCPS has a total of 132 custodial FTE. There are 118 full-time building custodial staff and 28 part-time staff which, for this analysis, were considered one-half time equaling an FTE of 14.

Exhibit 9-12 presents a comparison of RCPS staffing formula with this best practice.

**EXHIBIT 9-12
ROANOKE CITY PUBLIC SCHOOLS
COMPARISON OF CUSTODIAL STAFFING FORMULAS
2006**

TOTAL BUILDINGS GROSS SQUARE FEET	BEST PRACTICE OF 19,000 SQUARE FEET PER CUSTODIAN	RECOMMENDED NUMBER OF CUSTODIAL FTE	TOTAL NUMBER OF SCHOOLS BY TYPE	RECOMMENDED ADDITIONAL CUSTODIANS PER SCHOOL BASED ON SCHOOL TYPE	RECOMMENDED TOTAL NUMBER OF CUSTODIAL FTE
2,144,125	19,000	113			113
			21 Elementary Schools	.5	10.5
			6 Middle Schools	.75	4.5
			2 High Schools	1.0	2.0
TOTAL					130

Source: RCPS Custodial Data and MGT, 2007.

COMMENDATION 9-I

The Roanoke City Public Schools is commended for staffing the building operations department (custodial services) at best practice levels.

FINDING

The results of the employee survey that was conducted a year ago as part of the original efficiency review indicated that the majority of the employees who responded felt improvement was needed in the custodial services.

Those responses to the survey are shown in **Exhibit 9-13**.

**EXHIBIT 9-13
SURVEY RESPONSES CONCERNING CUSTODIAL SERVICE**

	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE + OUTSTANDING
	ADMINISTRATORS	PRINCIPALS	TEACHERS
Custodial Services	55/42	57/43	44/45

Source: Employee Survey conducted by MGT, 2005.

The majority of employees who responded to the survey indicated that there is a need for improved custodial services. MGT personnel did not identify the specific concerns that individuals had concerning the custodial service provided when the survey was conducted a year ago. Without frequent communication and an opportunity for people to voice their concerns, improvement of a service can be difficult.

RECOMMENDATION 9-16:

Conduct an annual customer service survey of the custodial service for each building.

Conducting an annual customer service survey will enable the building operations department to gather important information about how the custodial services can be improved. The data can be analyzed and shared at the appropriate level of service. Some information may best be shared with custodians while management personnel may use other information to make structural changes in how and when services are delivered.

FISCAL IMPACT

Based on the current staff and resources available, MGT believes this recommendation can be implemented by using existing resources.

FINDING

The reporting structure for the building operations department includes a supervisor who oversees a number of school facilities, a building manager who is responsible for an individual school and assumes the supervisory role for the rest of custodial staff during the day, and the building principal. The building manager reports to the building operations supervisor while working directly with the building principal. The building manager is evaluated by the supervisor and not the school principal. This arrangement works well most of the time but on occasion the building managers find themselves in a situation where the principal is requesting one thing and the supervisor is asking for something else. The evaluation process for the building manager is done by the supervisor.

RECOMMENDATION 9-17:

Establish a joint evaluation process for building managers involving the principal and appropriate supervisor.

By involving both the supervisor and building principal in the evaluation process of the building manager, the potential for conflict and differing expectations are significantly reduced. Utilizing this team approach will enhance communications between all three individuals and should lead to a united vision for the custodial services of each facility.

FISCAL IMPACT

Based on the current staffing and resources available, MGT believes this recommendation can be implemented with existing fiscal resources.

FINDING

Many times building principals are not aware of the expectations of the division concerning cleanliness and their individual expectations may differ from what the employee has been trained to do. The division does not currently have a list of custodial duties that are to be done on a daily, weekly and monthly basis. Establishing and providing the principals a list of custodial duties will assist principals in communicating their expectations to the building managers and provide a tool to assist in the custodian evaluations. Consistency in building cleanliness should be enhanced.

RECOMMENDATION 9-18:

Establish time and task expectations that are tied directly to the desired level of cleanliness.

Three major components of the time and task standards are identified by the Association of Higher Education Facilities Officers or the APPA Standards:

- Appearance Levels must be defined and described in some detail. (The APPA handbooks provide descriptions for five levels of cleanliness as summarized in **Exhibit 9-9**)
- Standard Spaces must be identified to ensure that the difference in the types of spaces and the cleaning effort required for those spaces is clearly distinguished. (The APPA handbooks identify 33 different types of spaces.)
- CSF (Cleanable Square Feet) is an industry standard that is used to measure and compare data.

Exhibit 9-14 is an example of a time and task sheet that could be used or adapted for Roanoke City Public Schools.

FISCAL IMPACT

Based on the current staffing and resources available, MGT believes this recommendation can be implemented with existing funds.

**EXHIBIT 9-14
SAMPLE CLEANING GUIDELINES
AS PER CLEANING STANDARDS**

Custodial Evaluation											
School: _____											
Date: _____											
	Level 1	Level 2	Level 3	Level 4	Level 5	Daily	Weekly	Monthly	Annually	Notes	
Classrooms, labs, gyms, offices											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Hallways, foyers											
Routine Activities											
1											
2											
3											
4											
5											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Restrooms, lockers											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
Project Activities											
1											
2											
3											
4											
5											
6											

Source: MGT of America, 2007.

9.5 Energy Management

Energy conservation and management strategies are commonly found in school systems to make efficient use of limited resources. The approaches often include efficient lighting systems that provide better lighting levels, electronic ballasts to prevent flickering, fixtures that allow adjustment of light, and light switches that are motion activated and shut off when the space is not longer occupied. Motion sensors also typically control vending machines, and exit lighting fixtures have LED displays. Energy rates are determined, in part, by the peak load of a system. Electronic devices called load shedding controls help lower the peak load by phasing or smoothing the energy demands.

Heating, ventilation, and air conditioning (HVAC) units often have electronic controls that are operated remotely by computer networks. Domestic hot water systems are separated from the main hot water heating boilers, thereby allowing the main boilers to be run only when outside temperatures require their use. Older hot water systems that do not have this separation require the main boiler system to be fired in order for employees to simply wash their hands.

Motion detectors also lower water consumption in restroom toilet and sink fixtures. Gallon-can crushers and smaller trash compactors are used to lower the solid waste disposal fees, which are based on volume rather than weight.

Resource conservation managers (RCMs) are trained in energy and utility conservation and management. They are often employed by school systems to implement conservation strategies and also to encourage behavioral change in staff and students. Schools who have participated in energy and utility conservation programs report no decrease in comfort levels as a result of the programs.

FINDING

Energy management strategies are implemented in a fragmented manner in the Roanoke City Public School Division. A site-based energy conservation program has been established, but not all aspects of the plan have been implemented. The goals for the energy conservation plan include:

- Reduce energy consumption in facilities by 5 percent.
- Reduce energy consumption in facilities through the BAS systems.
- Encourage the use and implementation of new and emerging energy technologies in construction/retrofit projects.
- Secure the support of the local and federal government for the division's conservation effort.
- Secure the support of commercial and other environmental advocates for the division's conservation efforts.
- Maintain an energy system.

As a result of partially implementing the energy management program, RCPS is missing additional opportunities to save energy dollars. If implemented completely, an energy

management program will provide substantial energy savings without sacrificing comfort. A greater understanding of each facility's energy use patterns will also allow for more informed capital improvement decisions.

RECOMMENDATION 9-19:

Employ a Resource Conservation Manager to lower utility costs.

A Resource Conservation Manager (RCM) can act as an instructional resource to school principals and teachers regarding energy conservation. Through this role, the RCM can affect behavioral change in staff and students. The rate of behavioral change can be accelerated with an incentive program for students and staff (e.g. funds from recycling, additional supply budgets as a percent of utility savings).

Through careful monitoring of utility bills, the RCM can provide guidance to the maintenance supervisor and the director on which utility cost intervention programs would have the best payback. The RCM can also be directly involved in obtaining grants and incentives from utility companies. A sample job description for a Resource Conservation Manager is provided in **Exhibit 9-15** below. The RCM should report to the maintenance supervisor for HVAC.

**EXHIBIT 9-15
JOB DESCRIPTION FOR A RESOURCE CONSERVATION MANAGER**

**RESOURCE CONSERVATION MANAGER (RCM)
PERFORMANCE RESPONSIBILITIES**

1. Monitor and report resource use habits and trends.
 - Establish a resource accounting database using compatible software.
 - Coordinate with the facility operator to identify conservation opportunities.
 - Complete walk-through surveys of each facility during and after normal operating hours using standardized survey forms.
2. Report base year consumption data to management and building staff. Coordinate with the building staff conservation opportunities and review the heating and lighting procedures at the school. Direct development and implementation of Resource Conservation management plans.
3. Prepare monthly status reports that include an assessment of conservation savings for review by management, building staff and occupants.
4. Coordinate with management to provide resource efficiency information and training for all staff and occupants through such means as newsletters, presentations and workshops.
5. Develop a recognition program that encourages actions toward savings goals and provides financial rewards for each building when goals are met.
6. Coordinate with interested staff to develop conservation teams to assist with implementation of program initiatives in their buildings.
7. Develop a recognition program that encourages monthly monitoring of conservation savings and provides incentives for individual buildings to achieve beyond minimum threshold levels.
8. Establish a bulletin board at each school that tracks the progress of the school's conservation savings.
9. Consult with the Business Office regarding the administration of the conservation *share-the-savings* rebates to the schools.
10. Coordinate with interested teachers the development and implementation of student conservation groups to monitor and reduce energy and natural resource consumption in their school buildings. Establish student "energy patrols".
11. Encourage the use of school building as learning laboratories to model energy conservation and environmental stewardship practices that may apply at school and at home.
12. Cooperate with the Curriculum Department to integrate energy and environmental education into the district's curricula and facilitate teacher workshops.
13. Work closely with representatives of local utilities.

Source: Created by MGT of America, 2007.

FISCAL IMPACT

The cost of a Resource Conservation Manager is estimated to be \$31,847 plus 33 percent benefits of \$10,509 for a total compensation package of \$42,356. (Grade 15 using the 12 month midpoint salary) Based on utility savings reported by other districts, the utility savings realized through behavioral changes in students and staff through the implementation of a RCM is estimated to equal \$144,437 (5 percent of total utility costs of \$2,888,770 as detailed in **Exhibit 9-16**). The net savings of the program is \$102,081 per year.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Employ Resource Conservation Manager	(\$42,356)	(\$42,356)	(\$42,356)	(\$42,356)	(\$42,356)
Generate Utility Savings	\$144,437	\$144,437	\$144,437	\$144,437	\$144,437
TOTAL	\$102,081	\$102,081	\$102,081	\$102,081	\$102,081

**EXHIBIT 9-16
BUDGETED UTILITY COSTS FY 2007**

UTILITY	AMOUNT BUDGETED FY 2007	PERCENT SAVED	TOTAL SAVINGS
Electrical	\$1,822,907	5	\$91,145
Gas	\$629,855	5	\$31,492
Sewer & Water	\$436,008	5	\$21,800
TOTAL	\$2,888,770	5	\$144,437

Source: RCPS Budget FY 2007

FINDING

RCPS has equipped approximately 60 percent of the school facilities with BAS HVAC controlling systems. This provides the HVAC technician immediate computer-based access to all HVAC systems located within a school facility. This computer-based system allows technicians to modify temperatures, adjust airflows, and do a preliminary diagnosis of problems prior to dispatching a technician. The system automatically regulates temperatures in facilities based on the times they are occupied and the outside weather conditions. This has lead to greater efficiency and energy savings throughout the school division.

COMMENDATION 9-J

The Roanoke City Public Schools is commended for installing a computerized HVAC control system.

**10.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

10.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews with RCPS personnel, state and school division documents, and first-hand observations during the division, the MGT team developed 100 recommendations, 26 of which are accompanied by fiscal implications.

As shown in **Exhibit 10-1**, full implementation of the recommendations in this report would generate total savings over \$13.7 million over a five-year period. Costs over that same period equal \$4.4 million, for a potential net savings of **\$9.2 million** including one-time costs over a five-year period.

EXHIBIT 10-1 SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2007-08	2008-09	2009-10	2010-11	2011-12	
TOTAL SAVINGS	\$3,423,234	\$2,614,984	\$2,554,984	\$2,554,984	\$2,582,984	\$13,731,170
TOTAL (COSTS)	(\$864,590)	(\$911,590)	(\$906,590)	(\$846,590)	(\$846,590)	(\$4,375,950)
TOTAL NET SAVINGS (COSTS)	\$2,558,644	\$1,703,394	\$1,648,394	\$1,708,394	\$1,736,394	\$9,355,220
ONE-TIME SAVINGS(COSTS)						(\$140,496)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$9,214,724

Exhibit 10-2 provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 26 recommendations with fiscal impacts are identified in this chapter. The remaining 74 recommendations to improve the efficiency and effectiveness of Roanoke City Public Schools are included in chapters 2 through 9 of this report. Key recommendations are listed in the Executive Summary; all 101 recommendations are in the List of Recommendations.

MGT recommends that RCPS give each of the recommendations serious consideration and develop plans to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 10-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 2: DIVISION ADMINISTRATION								
2-7	Hire an Executive Director for Curriculum and Instruction	(\$130,340)	(\$130,340)	(\$130,340)	(\$130,340)	(\$130,340)	(\$651,700)	\$0
2-7	Upgrade Associate Superintendent for Management to Deputy Superintendent	(\$12,390)	(\$12,390)	(\$12,390)	(\$12,390)	(\$12,390)	(\$61,950)	\$0
2-13	Pay Principals Stipends	\$0	\$0	\$0	\$0	\$0	\$0	(\$30,000)
2-13	Hire a University Consultant	\$0	\$0	\$0	\$0	\$0	\$0	(\$25,000)
TOTAL SAVINGS/(COSTS)		(\$142,730)	(\$142,730)	(\$142,730)	(\$142,730)	(\$142,730)	(\$713,650)	(\$55,000)
CHAPTER 4: FINANCIAL MANAGEMENT/PURCHASING								
4-4	Charge the Food Service Fund for Utilities and Other Allowable Operating Costs	\$90,625	\$90,625	\$90,625	\$90,625	\$90,625	\$453,125	\$0
4-8	Consider Contracting with the City of Roanoke for Centralized Risk Management Assistance	(\$31,500)	(\$31,500)	(\$31,500)	(\$31,500)	(\$31,500)	(\$157,500)	\$0
4-9	Develop a Process to Analyze Accidents and Training Directed at Reducing Reoccurring Accidents	\$29,250	\$29,250	\$29,250	\$29,250	\$29,250	\$146,250	\$0
TOTAL SAVINGS/(COSTS)		\$88,375	\$88,375	\$88,375	\$88,375	\$88,375	\$441,875	\$0
CHAPTER 5: TECHNOLOGY MANAGEMENT								
5-6	Establish a Five-Year Replacement Cycle for Computers	(\$235,720)	(\$235,720)	(\$235,720)	(\$235,720)	(\$235,720)	(\$1,178,600)	\$0
5-7	Continue to Work With the City on a Human Resources Management System	\$0	(\$30,000)	(\$30,000)	(\$30,000)	(\$30,000)	(\$120,000)	\$0
5-8	Send Support Analysts to Apple Training	\$0	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)	(\$4,000)	(\$6,500)
5-9	Acquire PC and MAC Remote Management Software	\$0	(\$16,000)	(\$16,000)	(\$16,000)	(\$16,000)	(\$64,000)	(\$85,996)
TOTAL SAVINGS/(COSTS)		(\$235,720)	(\$282,720)	(\$282,720)	(\$282,720)	(\$282,720)	(\$1,366,600)	(\$92,496)
CHAPTER 6: FOOD SERVICES								
6-1	Reduce Daily Labor Costs	\$30,852	\$30,852	\$30,852	\$30,852	\$30,852	\$154,260	\$0
6-2	Reduce Labor Costs	\$342,326	\$342,326	\$342,326	\$342,326	\$342,326	\$1,711,630	\$0
6-5	Maximize Use of USDA Commodities	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000	\$1,500,000	\$0
6-6	Increase Meal Prices	\$99,323	\$99,323	\$99,323	\$99,323	\$99,323	\$496,615	\$0
TOTAL SAVINGS/(COSTS)		\$772,501	\$772,501	\$772,501	\$772,501	\$772,501	\$3,862,505	\$0

EXHIBIT 10-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS	ONE-TIME SAVINGS (COSTS)
		2007-08	2008-09	2009-10	2010-11	2011-12		
CHAPTER 7: TRANSPORTATION								
7-2	Consider Establishing a 13-Year Bus Replacement	(\$280,000)	(\$280,000)	(\$280,000)	(\$280,000)	(\$280,000)	(\$1,400,000)	\$0
7-3	Sell Seven Buses	\$0	\$0	\$0	\$0	\$0	\$0	\$14,000
7-3	Reduced Annual Maintenance Costs	\$9,800	\$9,800	\$9,800	\$9,800	\$9,800	\$49,000	\$0
7-4	Eliminate 20 Buses from Inventory	\$0	\$0	\$0	\$0	\$0	\$0	\$40,000
7-4	Reduced Annual Maintenance Costs	\$0	\$34,000	\$34,000	\$34,000	\$62,000	\$164,000	\$0
7-4	Eliminate 20 Bus Driver Positions	\$0	\$522,000	\$522,000	\$522,000	\$522,000	\$2,088,000	\$0
7-9	Reduce Regular Bus Drivers	\$102,000	\$102,000	\$102,000	\$102,000	\$102,000	\$510,000	\$0
7-9	Reduce New Bus Purchases	\$70,000	\$70,000	\$70,000	\$70,000	\$70,000	\$350,000	\$0
7-9	Sell Four Buses	\$0	\$0	\$0	\$0	\$0	\$0	\$12,000
7-13	Provide ASE Certification for Mechanics	(\$1,050)	(\$1,050)	(\$1,050)	(\$1,050)	(\$1,050)	(\$5,250)	\$0
TOTAL SAVINGS/(COSTS)		(\$99,250)	\$456,750	\$456,750	\$456,750	\$484,750	\$1,755,750	\$66,000
CHAPTER 8: EDUCATIONAL SERVICE DELIVERY								
8-1	Eliminate Three Coordinators	\$198,702	\$198,702	\$198,702	\$198,702	\$198,702	\$993,510	\$0
8-2	Eliminate One Director of Guidance	\$96,449	\$96,449	\$96,449	\$96,449	\$96,449	\$482,245	\$0
8-2	Create One Coordinator of Guidance	(\$66,234)	(\$66,234)	(\$66,234)	(\$66,234)	(\$66,234)	(\$331,170)	\$0
TOTAL SAVINGS/(COSTS)		\$228,917	\$228,917	\$228,917	\$228,917	\$228,917	\$1,144,585	\$0
CHAPTER 9: FACILITIES USE AND MANAGEMENT								
9-5	School Facilities Studies	(\$65,000)	(\$65,000)	(\$60,000)	\$0	\$0	(\$190,000)	\$0
9-6	Cost Savings by Closing an Average Sized Elementary School of 300 Students. Savings Per School	\$435,220	\$435,220	\$435,220	\$435,220	\$435,220	\$2,176,100	\$0
9-9	Develop a Value Engineering Process	\$1,424,250	\$60,000	\$0	\$0	\$0	\$1,484,250	\$0
9-12	Utilize the City Engineer for the Design of Minor Remodel and Renovation Projects	\$50,000	\$50,000	\$50,000	\$50,000	\$50,000	\$250,000	\$0
9-14	Digitizing Blueprints	\$0	\$0	\$0	\$0	\$0	\$0	(\$58,000)
9-14	Fire Proof Storage Cabinet	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,000)
9-19	Employ Resource Conservation Manager	(\$42,356)	(\$42,356)	(\$42,356)	(\$42,356)	(\$42,356)	(\$211,780)	\$0
9-19	Generate Utility Savings	\$144,437	\$144,437	\$144,437	\$144,437	\$144,437	\$722,185	\$0
TOTAL SAVINGS/(COSTS)		\$1,946,551	\$582,301	\$527,301	\$587,301	\$587,301	\$4,230,755	(\$59,000)
TOTAL SAVINGS		\$3,423,234	\$2,614,984	\$2,554,984	\$2,554,984	\$2,582,984	\$13,731,170	\$66,000
TOTAL (COSTS)		(\$864,590)	(\$911,590)	(\$906,590)	(\$846,590)	(\$846,590)	(\$4,375,950)	(\$206,496)
NET SAVINGS (COSTS)		\$2,558,644	\$1,703,394	\$1,648,394	\$1,708,394	\$1,736,394	\$9,355,220	(\$140,496)
TOTAL NET SAVINGS (COSTS) LESS ONE TIME SAVINGS (COSTS)							\$9,214,724	

APPENDIX A:
2005 SURVEY RESULTS

**ROANOKE CITY PUBLIC SCHOOLS
ACADEMIC AUDITING SERVICE**

**CENTRAL OFFICE ADMINISTRATOR SURVEY
(Response Rate = 91%)**

PART A:

1. I think the overall quality of public education in Roanoke City Public Schools is:

Excellent	11%
Good	58
Fair	29
Poor	3
Don't Know	0

2. I think the overall quality of education in Roanoke City Public Schools is:

Improving	68%
Staying the Same	21
Getting Worse	11
Don't Know	0

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Roanoke City Public Schools?

A	5%
B	55
C	34
D	0
F	0
Don't Know	5

4. In general, what grade would you give the school administrators in Roanoke City Public Schools?

A	8%
B	53
C	32
D	5
F	3
Don't Know	0

5. In general, what grade would you give the central office administrators in Roanoke City Public Schools?

A	13%
B	63
C	13
D	8
F	3
Don't Know	0

6a. How long have you been in your current position in Roanoke City Public Schools?

1-5 years	74%
6-10 years	5
11-20 years	18
21 years or over	3

7. How long have you worked in Roanoke City Public Schools?

1-5 years	34%
6-10 years	3
11-20 years	34
21 years or over	29

6b. How long have you been in a similar position in Roanoke City Public Schools?

1-5 years	74%
6-10 years	8
11-20 years	8
21 years or over	9

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Roanoke City Public Schools has increased in recent years.	34	34	18	5	5	3
2. Our schools are safe and secure from crime.	8	53	18	16	3	3
3. Our schools effectively handle misbehavior problems.	3	42	13	24	11	8
4. Our schools have sufficient space and facilities to support the instructional programs.	5	26	11	45	11	3
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	13	18	26	32	8	3
6. Our schools can be described as "good places to learn."	11	55	13	18	3	0
7. There is administrative support for controlling student behavior in our schools.	11	45	16	16	8	5
8. Most students in our schools are motivated to learn.	0	55	29	8	8	0
9. Lessons are organized to meet students' needs.	8	39	13	18	3	18
10. The curriculum is broad and challenging for most students.	13	68	8	5	0	5
11. There is little a teacher can do to overcome education problems due to a student's home life.	5	5	18	42	24	5
12. Teachers in our schools know the material they teach.	6	67	14	6	0	8
13. Teachers in our schools care about students' needs.	13	66	11	3	3	5
14. Teachers expect students to do their very best.	8	50	24	11	3	5
15. Principals and assistant principals in our schools care about students' needs.	24	61	13	3	0	0
16. In general, parents take responsibility for their children's behavior in our schools.	0	26	24	24	21	5
17. Parents in this school district are satisfied with the education their children are receiving.	3	42	21	26	3	5
18. Most parents seem to know what goes on in our schools.	0	21	39	29	8	3
19. Parents play an active role in decision-making in our schools.	3	18	42	24	8	5
20. This community really cares about its children's education.	11	39	32	8	8	3
21. Funds are managed wisely to support education in Roanoke City Public Schools.	5	26	24	39	5	0
22. Sufficient student services are provided in Roanoke City Public Schools (e.g., counseling, speech therapy, health).	11	37	18	21	8	5
23. School-based personnel play an important role in making decisions that affect schools in Roanoke City Public Schools.	14	41	19	16	3	8
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	5	29	26	26	3	11
25. The food services department provides nutritious and appealing meals and snacks.	16	50	8	5	5	16

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Roanoke City Public Schools.	3	34	42	11	11
2. Board of Education members' knowledge of operations in Roanoke City Public Schools.	3	18	45	24	11
3. Board of Education members' work at setting or revising policies for Roanoke City Public Schools.	0	34	39	16	11
4. The School District Superintendent's work as the educational leader of Roanoke City Public Schools.	29	45	11	5	11
5. The School District Superintendent's work as the chief administrator (manager) of Roanoke City Public Schools.	24	45	16	5	11
6. Principals' work as the instructional leaders of their schools.	11	37	47	5	0
7. Principals' work as the managers of the staff and teachers.	8	53	32	5	3
8. Teachers' work in meeting students' individual learning needs.	8	34	42	5	11
9. Teachers' work in communicating with parents.	3	34	42	8	13
10. Teachers' attitudes about their jobs.	3	24	34	34	5
11. Students' ability to learn.	18	55	24	0	3
12. The amount of time students spend on task learning in the classroom.	5	42	29	5	18
13. Parents' efforts in helping their children to do better in school.	0	21	42	32	5
14. Parents' participation in school activities and organizations.	0	8	42	47	3
15. How well students' test results are explained to parents.	3	21	34	29	13
16. The cleanliness and maintenance of facilities in Roanoke City Public Schools.	8	26	45	18	3
17. How well relations are maintained with various groups in the community.	5	16	59	8	11
18. Staff development opportunities provided by Roanoke City Public Schools for teachers.	16	29	29	26	0
19. Staff development opportunities provided by Roanoke City Public Schools for school administrators.	5	26	39	29	0
20. The school district's job of providing adequate instructional technology.	3	37	32	26	3
21. The school district's use of technology for administrative purposes.	3	26	42	29	0

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Roanoke City Public Schools to be an exciting, challenging place to work.	26	55	11	5	3	0
2. The work standards and expectations in Roanoke City Public Schools are equal to or above those of most other school districts.	29	42	11	8	5	5
3. Roanoke City Public Schools officials enforce high work standards.	16	51	14	14	5	0
4. Most Roanoke City Public Schools teachers enforce high student learning standards.	5	53	21	13	3	5
5. Roanoke City Public Schools teachers and administrators have excellent working relationships.	5	50	24	8	8	5
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	0	13	37	29	5	16
7. <u>Staff</u> who do not meet expected work standards are disciplined.	3	24	32	24	8	11
8. I feel that I have the authority to adequately perform my job responsibilities.	8	50	16	21	5	0
9. I have adequate facilities in which to conduct my work.	13	37	13	32	5	0
10. I have adequate equipment and computer support to conduct my work.	14	49	3	24	11	0
11. The workloads are equitably distributed among teachers and among staff members.	3	24	24	29	5	16
12. No one knows or cares about the amount or quality of work that I perform.	8	18	21	34	18	0
13. Workload is evenly distributed.	3	16	26	39	13	3
14. If there were an emergency in the schools, I would know how to respond appropriately.	18	53	11	8	5	5
15. I often observe other teachers and/or staff socializing rather than working while on the job.	3	21	29	37	3	8

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Roanoke City Public Schools.	34	34	13	11	8	0
2. I plan to continue my career in Roanoke City Public Schools.	39	42	8	3	3	6
3. I am actively looking for a job outside of Roanoke City Public Schools.	3	3	13	37	37	8
4. Salary levels in Roanoke City Public Schools are competitive.	8	32	21	26	13	0
5. I feel that my work is appreciated by my supervisor(s).	21	34	16	24	5	0
6. I feel that I am an integral part of Roanoke City Public Schools team.	18	50	11	18	3	0
7. I feel that there is no future for me in Roanoke City Public Schools.	11	5	19	32	24	8
8. My salary level is adequate for my level of work and experience.	5	45	13	21	16	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Roanoke City Public Schools are highly effective and efficient.	5	29	21	39	5	0
2. Administrative decisions are made promptly and decisively.	3	24	29	39	5	0
3. Roanoke City Public Schools administrators are easily accessible and open to input.	5	45	16	29	5	0
4. Authority for administrative decisions is delegated to the lowest possible level.	0	22	22	43	8	5
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	0	26	24	32	11	8
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	18	39	13	24	5	0
7. The extensive committee structure in Roanoke City Public Schools ensures adequate input from teachers and staff on most important decisions.	3	16	29	37	3	13
8. Roanoke City Public Schools has too many committees.	11	32	26	26	0	5
9. Roanoke City Public Schools has too many layers of administrators.	8	11	24	50	8	0
10. Most of Roanoke City Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	0	29	21	34	13	3
11. Central office administrators are responsive to school needs.	16	66	11	3	5	0
12. Central office administrators provide quality service to schools.	5	29	21	39	5	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Roanoke City Public Schools Operations

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	63	26	5	3	3
b. Strategic planning	0	47	37	5	3	8
c. Curriculum planning	0	16	39	18	11	16
d. Financial management and accounting	0	49	32	5	8	5
e. Community relations	0	50	39	5	3	3
f. Program evaluation, research, and assessment	0	29	45	18	0	8
g. Instructional technology	0	39	32	16	8	5
h. Pupil accounting	0	18	32	24	8	18
i. Instructional coordination/supervision	0	11	39	26	11	13
j. Instructional support	0	16	47	13	13	11
k. Special Education	0	16	35	27	11	11
l. Personnel recruitment	0	53	32	11	3	3
m. Personnel selection	0	37	39	18	3	3
n. Personnel evaluation	0	26	37	32	0	5
o. Staff development	0	50	32	13	5	0
p. Data processing	0	26	29	32	3	11
q. Purchasing	0	39	37	16	3	5
r. Plant maintenance	0	21	47	24	3	5
s. Facilities planning	0	34	37	13	8	8
t. Transportation	0	26	47	18	5	3
u. Custodial services	0	29	26	34	8	3
v. Risk management	0	24	26	24	3	24
w. Administrative technology	3	34	37	24	3	0
x. Grants administration	5	18	34	26	8	8

PART H: General Questions

1. The overall operation of Roanoke City Public Schools is:

Highly efficient	3%
Above average in efficiency	11
Average in efficiency	55
Less efficient than most other school districts	24
Don't know	8

2. The operational efficiency of Roanoke City Public Schools could be improved by:

Outsourcing some support services	47%
Offering more programs	13
Offering fewer programs	45
Increasing the number of administrators	40
Reducing the number of administrators	18
Increasing the number of teachers	61
Reducing the number of teachers	5
Increasing the number of support staff	71
Reducing the number of support staff	8
Increasing the number of facilities	34
Reducing the number of facilities	21
Rezoning schools	61
Other	11

ROANOKE CITY PUBLIC SCHOOLS ACADEMIC AUDITING SERVICE

PRINCIPAL SURVEY (Response Rate = 86%)

PART A:

1. I think the overall quality of public education in Roanoke City Public Schools is:	2. I think the overall quality of education in Roanoke City Public Schools is:
Excellent 11%	Improving 89%
Good 77	Staying the Same 7
Fair 11	Getting Worse 5
Poor 0	Don't Know 0
Don't Know 0	

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Roanoke City Public Schools?	4. In general, what grade would you give the school administrators in Roanoke City Public Schools?
A 9%	A 9%
B 77	B 80
C 11	C 9
D 2	D 0
F 0	F 0
Don't Know 0	Don't Know 2
5. In general, what grade would you give the central office administrators in Roanoke City Public Schools?	6a. How long have you been in your current position in Roanoke City Public Schools?
A 9%	1-5 years 81%
B 52	6-10 years 14
C 27	11-20 years 5
D 2	21 years or over 0
F 5	
Don't Know 5	6b. How long have you been in a similar position in Roanoke City Public Schools?
7. How long have you worked in Roanoke City Public Schools?	1-5 years 72%
1-5 years 27%	6-10 years 7
6-10 years 27	11-20 years 21
11-20 years 29	21 years or over 0
21 years or over 16	

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Roanoke City Public Schools has increased in recent years.	50	41	2	5	0	2
2. Our schools are safe and secure from crime.	18	70	7	5	0	0
3. Our schools effectively handle misbehavior problems.	16	66	9	5	2	2
4. Our schools have sufficient space and facilities to support the instructional programs.	2	39	18	27	14	0
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	2	55	11	23	9	0
6. Our schools can be described as "good places to learn."	18	75	5	2	0	0
7. There is administrative support for controlling student behavior in our schools.	30	61	0	5	2	2
8. Most students in our schools are motivated to learn.	5	68	9	16	0	2
9. Lessons are organized to meet students' needs.	5	77	16	2	0	0
10. The curriculum is broad and challenging for most students.	11	75	11	2	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	2	9	9	52	27	0
12. Teachers in our schools know the material they teach.	14	75	9	2	0	0
13. Teachers in our schools care about students' needs.	30	66	2	0	2	0
14. Teachers expect students to do their very best.	16	73	5	7	0	0
15. Principals and assistant principals in our schools care about students' needs.	48	50	2	0	0	0
16. In general, parents take responsibility for their children's behavior in our schools.	0	41	20	25	14	0
17. Parents in this school district are satisfied with the education their children are receiving.	0	68	20	7	0	5
18. Most parents seem to know what goes on in our schools.	0	34	27	30	7	2
19. Parents play an active role in decision-making in our schools.	0	27	25	36	11	0
20. This community really cares about its children's education.	5	47	30	9	7	2
21. Funds are managed wisely to support education in Roanoke City Public Schools.	0	36	27	25	9	2
22. Sufficient student services are provided in Roanoke City Public Schools (e.g., counseling, speech therapy, health).	14	55	14	14	2	2
23. School-based personnel play an important role in making decisions that affect schools in Roanoke City Public Schools.	5	57	14	14	9	2
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	11	39	14	27	9	0
25. The food services department provides nutritious and appealing meals and snacks.	7	45	16	20	9	2

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Roanoke City Public Schools.	9	39	20	18	14
2. Board of Education members' knowledge of operations in Roanoke City Public Schools.	5	45	27	7	16
3. Board of Education members' work at setting or revising policies for Roanoke City Public Schools.	11	43	32	2	11
4. The School District Superintendent's work as the educational leader of Roanoke City Public Schools.	41	34	14	0	11
5. The School District Superintendent's work as the chief administrator (manager) of Roanoke City Public Schools.	32	43	11	0	14
6. Principals' work as the instructional leaders of their schools.	43	43	9	2	2
7. Principals' work as the managers of the staff and teachers.	48	43	5	5	0
8. Teachers' work in meeting students' individual learning needs.	11	68	18	2	0
9. Teachers' work in communicating with parents.	16	45	34	5	0
10. Teachers' attitudes about their jobs.	5	57	32	7	0
11. Students' ability to learn.	14	67	14	5	0
12. The amount of time students spend on task learning in the classroom.	9	59	30	0	2
13. Parents' efforts in helping their children to do better in school.	0	20	55	23	2
14. Parents' participation in school activities and organizations.	0	16	52	30	2
15. How well students' test results are explained to parents.	0	37	47	14	2
16. The cleanliness and maintenance of facilities in Roanoke City Public Schools.	11	50	18	20	0
17. How well relations are maintained with various groups in the community.	0	50	43	7	0
18. Staff development opportunities provided by Roanoke City Public Schools for teachers.	5	44	28	23	0
19. Staff development opportunities provided by Roanoke City Public Schools for school administrators.	7	30	50	14	0
20. The school district's job of providing adequate instructional technology.	0	41	32	27	0
21. The school district's use of technology for administrative purposes.	9	39	39	9	5

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Roanoke City Public Schools to be an exciting, challenging place to work.	48	50	0	0	0	2
2. The work standards and expectations in Roanoke City Public Schools are equal to or above those of most other school districts.	45	45	7	0	2	0
3. Roanoke City Public Schools officials enforce high work standards.	36	50	7	5	0	2
4. Most Roanoke City Public Schools teachers enforce high student learning standards.	16	73	2	5	2	2
5. Roanoke City Public Schools teachers and administrators have excellent working relationships.	16	66	9	5	0	5
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	2	55	20	16	7	0
7. <u>Staff</u> who do not meet expected work standards are disciplined.	0	58	21	9	12	0
8. I feel that I have the authority to adequately perform my job responsibilities.	34	50	9	5	2	0
9. I have adequate facilities in which to conduct my work.	20	59	9	9	2	0
10. I have adequate equipment and computer support to conduct my work.	14	39	11	16	18	2
11. The workloads are equitably distributed among teachers and among staff members.	9	52	18	18	2	0
12. No one knows or cares about the amount or quality of work that I perform.	5	9	18	41	25	2
13. Workload is evenly distributed.	2	48	16	30	5	0
14. If there were an emergency in the schools, I would know how to respond appropriately.	32	66	0	0	2	0
15. I often observe other teachers and/or staff socializing rather than working while on the job.	2	5	14	48	30	2

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Roanoke City Public Schools.	45	52	0	2	0	0
2. I plan to continue my career in Roanoke City Public Schools.	55	30	5	5	0	7
3. I am actively looking for a job outside of Roanoke City Public Schools.	7	2	7	36	43	5
4. Salary levels in Roanoke City Public Schools are competitive.	14	48	7	20	11	0
5. I feel that my work is appreciated by my supervisor(s).	18	43	9	20	9	0
6. I feel that I am an integral part of Roanoke City Public Schools team.	32	43	9	14	2	0
7. I feel that there is no future for me in Roanoke City Public Schools.	5	9	11	30	45	0
8. My salary level is adequate for my level of work and experience.	5	43	9	30	14	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Roanoke City Public Schools are highly effective and efficient.	9	52	27	9	2	0
2. Administrative decisions are made promptly and decisively.	11	68	7	7	7	0
3. Roanoke City Public Schools administrators are easily accessible and open to input.	18	52	14	9	7	0
4. Authority for administrative decisions is delegated to the lowest possible level.	7	34	25	20	2	11
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	11	77	11	0	0	0
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	16	23	20	27	9	5
7. The extensive committee structure in Roanoke City Public Schools ensures adequate input from teachers and staff on most important decisions.	5	36	25	27	7	0
8. Roanoke City Public Schools has too many committees.	7	21	33	30	7	2
9. Roanoke City Public Schools has too many layers of administrators.	9	9	25	39	18	0
10. Most of Roanoke City Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	2	48	9	27	11	2
11. Central office administrators are responsive to school needs.	14	50	16	5	16	0
12. Central office administrators provide quality service to schools.	11	43	27	2	16	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Roanoke City Public Schools Operations

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	2	20	41	27	0	9
b. Strategic planning	0	25	30	34	0	11
c. Curriculum planning	0	18	43	30	7	2
d. Financial management and accounting	0	18	34	30	7	11
e. Community relations	0	30	36	30	2	2
f. Program evaluation, research, and assessment	2	9	41	36	2	9
g. Instructional technology	0	32	43	20	5	0
h. Pupil accounting	0	11	25	48	0	16
i. Instructional coordination/supervision	0	18	30	39	11	2
j. Instructional support	0	16	34	41	9	0
k. Special Education	0	27	30	34	9	0
l. Personnel recruitment	0	30	50	18	2	0
m. Personnel selection	0	20	27	50	2	0
n. Personnel evaluation	0	11	41	45	2	0
o. Staff development	0	32	36	25	7	0
p. Data processing	0	9	23	55	7	7
q. Purchasing	0	16	23	55	2	5
r. Plant maintenance	0	30	32	34	2	2
s. Facilities planning	0	14	39	34	7	7
t. Transportation	0	39	36	18	7	0
u. Custodial services	0	30	27	39	5	0
v. Risk management	0	0	32	39	2	27
w. Administrative technology	0	41	32	23	2	2
x. Grants administration	0	5	28	42	2	23

PART H: General Questions

1. The overall operation of Roanoke City Public Schools is:

Highly efficient	2%
Above average in efficiency	25
Average in efficiency	59
Less efficient than most other school districts	14
Don't know	0

2. The operational efficiency of Roanoke City Public Schools could be improved by:

Outsourcing some support services	30%
Offering more programs	20
Offering fewer programs	27
Increasing the number of administrators	27
Reducing the number of administrators	7
Increasing the number of teachers	70
Reducing the number of teachers	2
Increasing the number of support staff	61
Reducing the number of support staff	5
Increasing the number of facilities	36
Reducing the number of facilities	2
Rezoning schools	66
Other	2

ROANOKE CITY PUBLIC SCHOOLS ACADEMIC AUDITING SERVICE

TEACHER SURVEY RESULTS (Response Rate = 39%)

PART A:

1. I think the overall quality of public education in Roanoke City Public Schools is:

Excellent	10%
Good	63
Fair	24
Poor	3
Don't Know	1

2. I think the overall quality of education in Roanoke City Public Schools is:

Improving	61%
Staying the Same	23
Getting Worse	14
Don't Know	2

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Roanoke City Public Schools?

A	31%
B	56
C	9
D	0
F	0
Don't Know	4

4. In general, what grade would you give the school administrators in Roanoke City Public Schools?

A	12%
B	41
C	32
D	10
F	3
Don't Know	3

5. In general, what grade would you give the central office administrators in Roanoke City Public Schools?

A	5%
B	24
C	36
D	23
F	6
Don't Know	7

6. In what type of school do you teach this year?

Elementary School	57%
Junior High/Middle School	21
High School	17
Other	4

7. What grade or grades are you teaching this year?

Pre-K	13%	7	14%
K	22	8	13
1	23	9	12
2	23	10	13
3	21	11	13
4	21	12	13
5	21	Adult	1
6	13		

8. How long have you taught in Roanoke City Public Schools?

1-5 years	37%
6-10	20
11-20	28
21 years or over	15

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Roanoke City Public Schools has increased in recent years.	31	45	11	8	3	2
2. Our schools are safe and secure from crime.	5	46	19	23	6	1
3. Our schools effectively handle misbehavior problems.	3	31	16	33	15	2
4. Our schools have sufficient space and facilities to support the instructional programs.	3	22	8	37	27	2
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	4	31	11	30	19	5
6. Our schools can be described as "good places to learn."	8	62	16	10	4	1
7. There is administrative support for controlling student behavior in our schools.	9	39	14	24	12	1
8. Most students in our schools are motivated to learn.	3	42	16	30	8	1
9. Lessons are organized to meet students' needs.	20	62	8	6	2	2
10. The curriculum is broad and challenging for most students.	15	62	13	8	1	1
11. There is little a teacher can do to overcome education problems due to a student's home life.	7	21	17	40	15	1
12. Teachers in our schools know the material they teach.	33	60	4	2	0	2
13. Teachers in our schools care about students' needs.	53	41	4	1	0	1
14. Teachers expect students to do their very best.	45	48	4	2	0	1
15. Principals and assistant principals in our schools care about students' needs.	30	55	8	5	1	1
16. In general, parents take responsibility for their children's behavior in our schools.	1	18	18	38	25	1
17. Parents in this school district are satisfied with the education their children are receiving.	1	46	28	12	2	10
18. Most parents seem to know what goes on in our schools.	1	23	21	39	12	4
19. Parents play an active role in decision-making in our schools.	1	17	21	39	17	5
20. This community really cares about its children's education.	4	38	24	22	9	3
21. Funds are managed wisely to support education in Roanoke City Public Schools.	1	16	24	28	22	10
22. Sufficient student services are provided in Roanoke City Public Schools (e.g., counseling, speech therapy, health).	9	42	13	22	11	3
23. School-based personnel play an important role in making decisions that affect schools in Roanoke City Public Schools.	5	27	21	26	15	7
24. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	18	28	14	26	10	3
25. The food services department provides nutritious and appealing meals and snacks.	4	35	19	22	16	4

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. Board of Education members' knowledge of the educational needs of students in Roanoke City Public Schools.	2	24	35	17	22
2. Board of Education members' knowledge of operations in Roanoke City Public Schools.	3	24	31	17	24
3. Board of Education members' work at setting or revising policies for Roanoke City Public Schools.	2	27	35	11	25
4. The School District Superintendent's work as the educational leader of Roanoke City Public Schools.	10	30	19	12	28
5. The School District Superintendent's work as the chief administrator (manager) of Roanoke City Public Schools.	10	30	19	11	30
6. Principals' work as the instructional leaders of their schools.	20	48	20	11	1
7. Principals' work as the managers of the staff and teachers.	23	45	20	11	1
8. Teachers' work in meeting students' individual learning needs.	29	58	11	1	0
9. Teachers' work in communicating with parents.	29	54	15	1	0
10. Teachers' attitudes about their jobs.	7	36	39	18	0
11. Students' ability to learn.	10	60	26	3	1
12. The amount of time students spend on task learning in the classroom.	11	57	23	5	3
13. Parents' efforts in helping their children to do better in school.	1	12	45	40	2
14. Parents' participation in school activities and organizations.	1	9	36	51	3
15. How well students' test results are explained to parents.	4	28	35	22	11
16. The cleanliness and maintenance of facilities in Roanoke City Public Schools.	13	40	29	17	1
17. How well relations are maintained with various groups in the community.	3	30	38	10	18
18. Staff development opportunities provided by Roanoke City Public Schools for teachers.	10	39	32	18	2
19. Staff development opportunities provided by Roanoke City Public Schools for school administrators.	4	14	11	5	66
20. The school district's job of providing adequate instructional technology.	7	35	35	21	3
21. The school district's use of technology for administrative purposes.	7	28	24	11	31

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find Roanoke City Public Schools to be an exciting, challenging place to work.	19	48	16	11	5	0
2. The work standards and expectations in Roanoke City Public Schools are equal to or above those of most other school districts.	24	40	12	9	5	11
3. Roanoke City Public Schools officials enforce high work standards.	23	49	18	7	2	1
4. Most Roanoke City Public Schools teachers enforce high student learning standards.	31	56	8	2	0	3
5. Roanoke City Public Schools teachers and administrators have excellent working relationships.	8	34	23	22	10	3
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	5	21	19	22	9	24
7. <u>Staff</u> who do not meet expected work standards are disciplined.	4	19	18	21	11	27
8. I feel that I have the authority to adequately perform my job responsibilities.	30	48	8	9	5	0
9. I have adequate facilities in which to conduct my work.	19	46	10	15	10	0
10. I have adequate equipment and computer support to conduct my work.	11	37	11	24	17	0
11. The workloads are equitably distributed among teachers and among staff members.	6	32	14	24	19	5
12. No one knows or cares about the amount or quality of work that I perform.	11	18	17	31	23	1
13. Workload is evenly distributed.	4	29	18	25	19	6
14. If there were an emergency in the schools, I would know how to respond appropriately.	26	61	5	4	3	1
15. I often observe other teachers and/or staff socializing rather than working while on the job.	5	6	11	38	37	2

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Roanoke City Public Schools.	17	43	13	19	7	0
2. I plan to continue my career in Roanoke City Public Schools.	24	46	13	7	2	8
3. I am actively looking for a job outside of Roanoke City Public Schools.	2	8	20	29	37	3
4. Salary levels in Roanoke City Public Schools are competitive.	5	37	12	29	13	5
5. I feel that my work is appreciated by my supervisor(s).	16	41	13	16	13	1
6. I feel that I am an integral part of Roanoke City Public Schools team.	17	44	16	14	8	1
7. I feel that there is no future for me in Roanoke City Public Schools.	2	11	17	27	38	4
8. My salary level is adequate for my level of work and experience.	3	24	12	35	26	1

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Roanoke City Public Schools are highly effective and efficient.	3	25	24	30	11	7
2. Administrative decisions are made promptly and decisively.	4	25	20	29	14	9
3. Roanoke City Public Schools administrators are easily accessible and open to input.	5	31	21	29	11	3
4. Authority for administrative decisions is delegated to the lowest possible level.	2	10	23	17	9	38
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	5	41	18	24	10	2
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	14	38	20	8	5	15
7. The extensive committee structure in Roanoke City Public Schools ensures adequate input from teachers and staff on most important decisions.	1	18	22	31	18	10
8. Roanoke City Public Schools has too many committees.	14	29	28	9	2	18
9. Roanoke City Public Schools has too many layers of administrators.	14	25	28	18	2	13
10. Most of Roanoke City Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	2	31	25	22	11	10
11. Central office administrators are responsive to school needs.	1	27	25	26	13	7
12. Central office administrators provide quality service to schools.	2	27	27	23	12	8

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Roanoke City Public Schools Operations

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	26	38	12	0	24
b. Strategic planning	1	21	31	19	1	28
c. Curriculum planning	0	15	34	37	7	7
d. Financial management and accounting	0	22	26	20	1	30
e. Community relations	0	34	33	23	2	8
f. Program evaluation, research, and assessment	0	16	33	28	3	19
g. Instructional technology	0	22	36	31	7	4
h. Pupil accounting	0	13	21	27	2	37
i. Instructional coordination/supervision	1	16	30	39	4	11
j. Instructional support	1	22	34	35	4	5
k. Special Education	0	26	28	25	5	15
l. Personnel recruitment	1	18	20	28	2	31
m. Personnel selection	0	14	25	35	2	24
n. Personnel evaluation	1	22	25	41	4	7
o. Staff development	1	26	29	36	5	3
p. Data processing	0	8	15	26	2	49
q. Purchasing	0	13	25	20	1	41
r. Plant maintenance	1	19	22	26	4	30
s. Facilities planning	0	18	20	21	1	39
t. Transportation	1	33	30	19	2	14
u. Custodial services	1	17	26	35	10	10
v. Risk management	1	9	16	26	1	47
w. Administrative technology	1	10	17	22	2	48
x. Grants administration	0	8	15	22	2	52

PART H: General Questions

1. The overall operation of Roanoke City Public Schools is:

Highly efficient	1%
Above average in efficiency	15
Average in efficiency	53
Less efficient than most other school districts	25
Don't know	6

2. The operational efficiency of Roanoke City Public Schools could be improved by:

Outsourcing some support services	19%
Offering more programs	24
Offering fewer programs	10
Increasing the number of administrators	12
Reducing the number of administrators	22
Increasing the number of teachers	79
Reducing the number of teachers	0
Increasing the number of support staff	69
Reducing the number of support staff	2
Increasing the number of facilities	43
Reducing the number of facilities	1
Rezoning schools	38
Other	10