



COMMONWEALTH of VIRGINIA

Department of Planning and Budget

DANIEL S. TIMBERLAKE
Director

1111 E. Broad Street
Room 5040
Richmond, VA 23219-1922

November 27, 2013

The Honorable Walter A. Stosch
Chairman
Senate Finance Committee
Innsbrook Centre, 4551 Cox Road, Suite 110
Glen Allen, Virginia 23060-6740

Dear Senator Stosch:

In accordance with Item 271 of Chapter 806, the 2013 Appropriation Act, I am writing to notify you that the Department of Planning and Budget (DPB) completed the follow-up review of the 2007 Petersburg Schools efficiency review on November 22, 2013 through a contract with Prismatic Services, Inc. Pursuant to the requirements set in the Act, I have included the report for your review.

Please do not hesitate to contact me if you have any questions.

Sincerely,

A handwritten signature in black ink, appearing to read "Daniel S. Timberlake".

Daniel S. Timberlake

cc:

The Honorable Lacey E. Putney
The Honorable Richard D. Brown
Ms. Sarah Herzog
Ms. Betsey Daley



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November 27, 2013

The Honorable Lacey E. Putney
Chairman
House Appropriations Committee
P.O. Box 127
Bedford, VA 24523

Dear Delegate Putney:

In accordance with Item 271 of Chapter 806, the 2013 Appropriation Act, I am writing to notify you that the Department of Planning and Budget (DPB) completed the follow-up review of the 2007 Petersburg Schools efficiency review on November 22, 2013 through a contract with Prismatic Services, Inc. Pursuant to the requirements set in the Act, I have included the report for your review.

Please do not hesitate to contact me if you have any questions.

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Daniel S. Timberlake

cc:

The Honorable Walter A. Stosch
The Honorable Richard D. Brown
Mr. Robert P. Vaughn
Ms. Susan Hogge

Follow-up Review of

Petersburg City Public Schools



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Executive Summary

The Virginia Department of Planning and Budget (the Department) contracted with Prismatic Services, Inc. in October 2013 to conduct a follow-up review of the 2007 school efficiency review of Petersburg City Public Schools (PCPS) that was publicly released in January 2007. This 2013 follow-up review was contracted pursuant to Item 271 of Chapter 806, Acts of Assembly of 2013, which requires the Department to conduct a follow-up review of the implementation status of the 2007 school efficiency review.



Background

Today, PCPS has approximately 4,400 students enrolled in seven schools.¹ This is down from the 5,100 students enrolled in 10 schools during the 2007 school efficiency review. Since then, the division has struggled with declining student enrollment and significant staff turnover at all levels.

The 2007 review covered all areas required in a Virginia school efficiency review:

- Division Administration;
- Financial Management, Budget, and Purchasing;
- Personnel and Human Resources Management;
- Cost of Education Services Delivery;
- Transportation;
- Technology Management;
- Facilities Use and Management; and
- Food Services.

The resulting report included 91 recommendations. These are shown in **Exhibit 1**, along with the fiscal impact estimated in 2007.

¹ Not including the alternative education center or the preschool.

Exhibit 1
2007 school efficiency review recommendations

Review Area	Number of Recommendations	Number of Recommendations with Estimated Fiscal Impact	Estimated Savings (Costs) Over Five Years	One-Time Savings (Costs)
Divisional Administration	8	7	\$ 8,193,790	\$ (18,000)
Financial Management	13	2	\$ 55,500	\$ (4,500)
Human Resources	14	7	\$ (14,374,635)	\$ (7,500)
Educational Service Delivery	10	2	\$ 11,397,510	\$ (6,900)
Transportation	13	7	\$ 922,432	\$ 0
Technology Management	13	4	\$ 89,640	\$ (374,500)
Facilities Use and Management	9	5	\$ 9,234,700	\$ (150,000)
Food Services	11	4	\$ 4,475,350	\$ 0
Total	91	38	\$ 19,994,287	\$ (561,400)

As required in the Appropriation Act, PCPS reported to the Department on the implementation status of each recommendation six months, one year, and two years after the initial study concluded. The Department then contracted with the consulting firm that completed the initial study to review the implementation status in 2008, focusing only on those recommendations with fiscal impacts. This 2013 report, which follows, drew on all these prior updates and newly gathered information to assess the current implementation status of all the recommendations.



Methodology

Prismatic used a 10-step work plan to conduct this follow-up review and provided a team of four consultants, as well as clerical and technical staff. The project manager completed an on-site visit to the division on October 1, 2013 to collect initial documentation and make logistical arrangements for the full team visit. The full team visit occurred October 8-11, 2013. The consultants interviewed key staff members, collected additional documentation, toured relevant division facilities, and observed food services and transportation operations.

The significant staff turnover among nearly all division leadership positions hampered Prismatic's ability to build a complete picture of the recommendation implementation for every year from 2006 through 2013. In many cases, institutional knowledge, in the form of documents or personal recollection, was simply not available for some years.

Many PCPS leaders are relatively new. This resulted in many recommendations currently being in "in process again" status. As leaders have changed, the incumbents have sought to address some of the problems identified in the initial study in new ways and many have not been in their

positions long enough to have become fully aware of the recommendations or to have fully implemented their solutions to the 2007 review findings.

For each of the 91 original recommendations, Prismatic classified its current status as either:

- Implemented;
- Partially implemented
- In process;
- Implemented by substitute;
- Implemented but not sustained; or
- Considered and abandoned.

With the exception of the “implemented but not sustained” choice, these classifications were the same ones used in the prior updates. The project contract did not allow the development of new recommendations, only assessment of the implementation of the original recommendations.

Exhibit 2 provides a compilation of all recommendations and their current status. As shown, 72 of 91 recommendations (79%) were implemented, partially implemented, implemented by substitute, or implemented but not sustained. Another 17 (19%) are in the process of being implemented.

Exhibit 2
Current status of 2007 school efficiency review recommendations

Area	Number of recommendations by current status						Total
	Implemented	Partially implemented	In Process	Implemented by substitute	Implemented but not sustained	Considered and abandoned	
Division Administration	6	1	-	-	1	-	8
Financial Management, Budget, and Purchasing	5	3	1	-	3	1	13
Personnel and Human Resources Management	7	1	2	-	4	-	14
Cost of Education Services Delivery	4	1	5	-	-	-	10
Transportation	4	-	2	3	4	-	13
Technology Management	6	-	5	-	2	-	13
Facilities Use and Management	6	2	-	-	-	1	9
Food Services	8	-	2	1	-	-	11
Total	46	8	17	4	14	2	91

Source: Prismatic, 2013.

Exhibit 3 provides the estimated actual five year savings or costs for each review area. As shown, the division’s savings in the areas of division administration, educational service delivery, facilities use and management, and food services were less than estimated in the 2007

report. At the same time, the division's costs in human resources and technology management were higher than estimated in the 207 report.

Exhibit 3
Estimated actual savings (costs) by review area

Review Area	Estimated actual savings (costs)	
Divisional Administration	\$	3,326,352
Financial Management	\$	7,802
Human Resources	\$	(15,108,140)
Educational Service Delivery	\$	5,942,205
Transportation	\$	(48,795)
Technology Management	\$	(2,036,521)
Facilities Use and Management	\$	719,941
Food Services	\$	2,942,610
Total	\$	(4,254,546)

Exhibit 4 provides a listing of each recommendation and its current status by review area.

Exhibit 4
Current status of 2007 school efficiency review recommendations

Divisional Administration		Current Status
2-1	Formalize a School Board development program for all board members	Implemented
2-2	Reorganize standing committees and committee assignments	Partially implemented
2-3	Establish a schedule to regularly update all School Board policies	Implemented
2-4	Establish and implement a procedure for competitive bidding for legal services	Implemented but not sustained
2-5	Reconfigure the organizational structure of the central office administration	Implemented
2-6	Reduce the number of administrators and clerical staff at all PPS elementary, middle and high schools	Implemented
2-7	Establish and implement a division-wide shared decision-making process	Implemented
2-8	Develop and implement a strategic plan	Implemented
Financial Management		Current Status
3-1	Create, adopt, and implement formal financial policies and procedures manuals	Partially implemented
3-2	Develop summary financial reports for the School Board, the City Council, and the public	Implemented
3-3	Store all financial records in fire-rated cabinets	Implemented
3-4	Investigate the opportunity to process payroll once per month	Considered and abandoned
3-5	Make direct deposit mandatory for all PPS employees	Implemented
3-6	Assign one person the function of developing and monitoring the budget	Implemented but not sustained
3-7	Expand the budget development calendar to include deadlines for principals and teachers to provide input, and other staff deadlines	Implemented but not sustained
3-8	Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees	Partially implemented
3-9	Implement online purchasing, just-in-time purchasing, and purchase cards	Partially implemented
3-10	Utilize cooperative purchasing agreements and other procurement tools consistently throughout the division	Implemented but not sustained
3-11	Close the warehouse facility at its current location, and make more efficient use of just-in-time delivery of goods	Implemented
3-12	Develop a local written activity fund operations manual to help ensure funds are administered properly	Implemented
3-13	Track fixed assets acquired from PPS funds and develop fixed asset policies to direct the management of the division's investment in capital items	In process

Exhibit 4 (continued)
Current status of 2007 school efficiency review recommendations

Personnel and Human Resources		Current Status
4-1	Create a human resources page on the PPS Web site to address routine personnel inquiries and provide access to common forms and documents	Partially implemented
4-2	Establish an internal office schedule for human resources personnel to handle regular appointments and drop-ins	In process
4-3	Automate routine personnel operations through the installation and implementation of human resources software	Implemented
4-4	Store all personnel records in secured, fire-rated cabinets	Implemented
4-5	Establish a schedule and procedure to ensure that documents are promptly and properly stored in personnel files	In process
4-6	Establish a regular schedule to update personnel policies	Implemented
4-7	Develop a comprehensive human resources handbook	Implemented
4-8	Develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce	Implemented but not sustained
4-9	Create a tracking system to determine if teachers recruited at specific events are actually being hired by the division	Implemented but not sustained
4-10	Enhance the current mentoring program for first-year teachers and teachers new to the division	Implemented but not sustained
4-11	Implement the recommendations in the VASS compensation study and reexamine current salary schedule to create a new schedule that will reward performance and longevity	Implemented
4-12	Implement an alternative route to the licensure program	Implemented
4-13	Develop an evaluation procedures manual with accompanying evaluation forms and evaluation schedule for classified personnel	Implemented
4-14	Create and implement a division-wide professional development plan that addresses the learning needs of all PPS employees	Implemented but not sustained
Cost of Educational Services Delivery		Current Status
5-1	Reorganize the department of instruction and permanently fill the vacant position of assistant superintendent for instruction	Partially implemented
5-2	Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum	In process
5-3	Develop a policy on program evaluation and strengthen its position as an integral component of the PPS continuous improvement process	In process
5-4	Investigate the purchase and implementation of the SOL Tracker data reporting software	Implemented

Exhibit 4 (continued)
Current status of 2007 school efficiency review recommendations

<i>Cost of Educational Services Delivery</i>		<i>Current Status</i>
5-5	Follow a consistent school improvement planning process	Implemented
5-6	Examine effective practices and resources that can be collected and disseminated to all school administrators and teachers	In process
5-7	Ensure that all school improvement monitoring instruments are aligned to the characteristics of high-performing and effective schools	In process
5-8	Develop a consolidated application for participation in programs authorized by the No Child Left Behind Act	Implemented
5-9	Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004 and as directed by the Virginia Department of Education	In process
5-10	Evaluate the feasibility of phasing out up to 50 teaching positions at the secondary level, over the next two years.	Implemented
<i>Transportation</i>		<i>Current Status</i>
6-1	Hire a part-time/substitute driver for 20-hours per week with benefits to ensure other full-time positions are available to perform the duties for which they were hired	Implemented by substitute
6-2	Train the transportation department secretary to ensure competent and effective backup staff for the EDULOG routing and scheduling system	Implemented but not sustained
6-3	Modify current policy that requires annual performance evaluations so that evaluations are required only for truly outstanding or unsatisfactory performance	Implemented but not sustained
6-4	Improve STARBASE and EDULOG interface	Implemented but not sustained
6-5	Review school plans for a crisis management plan and conduct necessary training or orientation	Implemented
6-6	Continue with current arrangement of three full-time mechanics and the mechanic supervisor performing vehicle maintenance and repair demands in PPS and implement policy to conduct a yearly review of mechanic to vehicle ratios	Implemented
6-7	Encourage mechanics to achieve ASE certification and make ASE certification a condition for mechanics seeking employment in PPS	In process
6-8	Establish a 12-year bus replacement policy	Implemented but not sustained
6-9	Eliminate excess spare buses from the inventory including the 15 buses currently stored	Implemented
6-10	Implement the automated Fleet Pro and develop the fleet management vehicle maintenance information system and performance indicators to more effectively manage the fleet	In process

Exhibit 4 (continued)
Current status of 2007 school efficiency review recommendations

Transportation		Current Status
6-11	Hire automated computer-based administration, parts and maintenance system clerk who would also be responsible for Fleet Pro	Implemented by substitute
6-12	Hire and train a full-time EDULOG administrator to have primary responsibility for the automated system and improve bus capacity by reducing a minimum of four buses from the fleet inventory	Implemented by substitute
6-13	Counsel supervisory personnel on the importance of enforcing shop safety and take advantage of safety technology to ensure a continuous shop safety program	Implemented
Technology		Current Status
7-1	Update and modify the school division long-term technology plan using a technology committee	Implemented
7-2	Develop and seek board approval for technology-related policies	Implemented
7-3	Develop written procedures for all functions within the department of technology	In process
7-4	Create and implement a formal technology user agreement process for Petersburg Public Schools	Implemented
7-5	Require the use of technology for communication and other daily operations by division and school administration and instructional staff	In process
7-6	Create and test a written disaster recovery plan and coordinate routine tape back-ups for off-site storage	In process
7-7	Purchase and set up computers for student use	Implemented
7-8	Require that the PPS Office of Technology approve all software and hardware purchases by schools and departments prior to the issue of a purchase order	Implemented
7-9	Update and enhance the PPS Web site	In process
7-10	Clean and maintain a clutter-free server room	Implemented
7-11	Create and implement a system to track staff development as it relates to technology	Implemented but not sustained
7-12	Establish a School Board policy that will identify the criteria for issuance of a cellular phone to school division employees	Implemented but not sustained
7-13	Eliminate 50 percent of the current 82 cellular phones issued by PPS.	In process
Facilities Use and Management		Current Status
8-1	Accelerate the consolidation plan through full implementation by the fall of 2007	Considered and abandoned
8-2	Conduct a physical assessment of all PPS facilities	Partially implemented
8-3	Conduct an educational suitability assessment of all school division buildings	Partially implemented

Exhibit 4 (continued)
Current status of 2007 school efficiency review recommendations

Facilities Use and Management		Current Status
8-4	Close the existing warehouse immediately and redistribute stored food products and office supplies to division schools	Implemented
8-5	Establish a timeline to deploy the software for the maintenance department to create a comprehensive preventive maintenance program	Implemented
8-6	Reduce the present custodial staffing levels in alignment with the implementation of the school closure plan	Implemented
8-7	Develop standards for custodial services that are consistent with APPA standards	Implemented
8-8	Implement an ongoing staff development program for custodial personnel	Implemented
8-9	Adopt a board policy that governs the rental of school facilities	Implemented
Food Services		Current Status
9-1	Eliminate excessive administrative food service staff positions	Implemented by substitute
9-2	Develop and implement a comprehensive board policy regarding food service operations	In process
9-3	Develop and implement a food service-related strategic or operational plan that is consistent with the recommended board policy	In process
9-4	Develop and disseminate a comprehensive procedures manual for food service operations	Implemented
9-5	Develop a food service department mission statement along with goals for PPS	Implemented
9-6	Reduce labor costs to best practice levels of 40 percent of revenue and expand reporting by each school for better staffing analyses	Implemented
9-7	Discontinue the use of the warehouse for food service storage immediately	Implemented
9-8	Use USDA commodities as the primary source for food in the school division and only supplement with the limited use of local vendors	Implemented
9-9	Schedule bus transportation and school start times appropriately to allow all students the opportunity for breakfast each day	Implemented
9-10	Develop and implement strategies to improve student participation rates	Implemented
9-11	Analyze the benefits and the fiscal breakeven point for purchasing and implementing a point-of-sale system for the PPS	Implemented

The Virginia Department of Planning and Budget (the Department) contracted with Prismatic Services, Inc. in October 2013 to conduct a follow-up review of the 2007 school efficiency review of Petersburg City Public Schools (PCPS) that was publicly released in January 2007. This 2013 follow-up review was contracted pursuant to Item 271 of Chapter 806, Acts of Assembly of 2013, which requires the Department to conduct a follow-up review of the implementation status of the 2007 school efficiency review.

1.1

Background

Today, PCPS has approximately 4,400 students enrolled in seven schools.¹ This is down from the 5,100 students enrolled in 10 schools during the 2007 school efficiency review. Since then, the division has struggled with declining student enrollment and significant staff turnover at all levels.

The 2007 review covered all areas required in a Virginia school efficiency review:

- Division Administration;
- Financial Management, Budget, and Purchasing;
- Personnel and Human Resources Management;
- Cost of Education Services Delivery;
- Transportation;
- Technology Management;
- Facilities Use and Management; and
- Food Services.

The resulting report included 91 recommendations, with accompanying implementation strategies, timelines, and estimates of fiscal impacts. As required in the Appropriation Act, PCPS reported to the Department on the implementation status of each recommendation six months, one year, and two years after the initial study concluded.² The Department then contracted with the consulting firm that completed the initial study to review the implementation status in 2008, focusing only on those recommendations with fiscal impacts.³ This 2013 report, which follows, drew on all these prior updates and newly gathered information to assess the current implementation status of all 91 recommendations from the 2007 review.

1.2

Methodology

Prismatic used a 10-step work plan to conduct this follow-up review:

1. Initiate project.
2. Collect initial documentation.

¹ Not including the alternative education center or the preschool.

² These are referred to as the six-month, one-year, and two-year updates in the body of this report.

³ This is referred to as the 2008 fiscal impact update in the body of this report.

3. Review documentation.
4. Conduct on-site visit.
5. Develop draft report.
6. Review draft report with the Department.
7. Complete internal quality control.
8. Develop final report.
9. Present report (optional).
10. Close project.

Prismatic provided a team of four consultants, as well as clerical and technical staff. The project manager completed an on-site visit to the division on October 1, 2013 to collect initial documentation and make logistical arrangements for the full team visit. The full team visit occurred October 8-11, 2013. The consultants interviewed key staff members, collected additional documentation, toured relevant division facilities, and observed food services and transportation operations.

For each of the 91 original recommendations, Prismatic classified its current status as either:

- Implemented;
- Partially implemented
- In process;
- Implemented by substitute;
- Implemented but not sustained; or
- Considered and abandoned.

With the exception of the “implemented but not sustained” choice, these classifications were the same ones used in the prior updates. The project contract did not allow the development of new recommendations based upon Prismatic’s current observations.



Study Context

Every study has a unique context, depending on the stated objectives, organization, and time frame. Relevant context for this report included:

- The significant staff turnover among nearly all division leadership positions hampered Prismatic’s ability to build a complete picture of the recommendation implementation for every year from 2006 through 2013. In many cases, institutional knowledge, in the form of documents or personal recollection, was simply not available for some years.
- Many PCPS leaders are relatively new. This resulted in many recommendations currently being in “in process again” status. As leaders have changed, the incumbents have sought to address some of the problems identified in the initial study in new ways, and many have not been in their positions long enough to have become fully aware of the recommendations or to have fully implemented their solutions to the 2007 review findings.
- The division lacks a permanent human resources director and is instead relying on part-time services from a retired human resources director and a Virginia Department of Education (VDOE) consultant.

- Since the initial study, the division has switched several key information systems. As a result, data for all years were not available. This was particularly true in the case of the human resources data, where a new system was adopted in 2009 and it appears that data from the previous system were not readily available.



Acknowledgements

Prismatic acknowledges the assistance of the following individuals in the preparation of this report:

- Superintendent Joseph Melvin;
- Ms. Stephanie Bassett, assistant superintendent of instruction (who also served as the division's point-of contact on this project); and
- Ms. LaVern Crump, administrative assistant to the assistant superintendent.

Prismatic also thanks the many other division department heads and staff members who provided time, assistance, observations, and data for this review.

This section reviews recommendations related to the division administration functions of PCPS. The six areas of review were:

- 2.1 Governances, Structure, Policies, and Procedures
- 2.2 Legal Services Management
- 2.3 Organizational Structure and Chain of Command
- 2.4 Communication
- 2.5 Decision Making Progress
- 2.6 Strategic Planning

Since the 2007 report, there has been significant turnover among many of the leadership positions within the division. This has been particularly true at the superintendent position. There have been four superintendents during and since the initial study. The current superintendent has held the position only since December 2012.

Exhibit 2-1 details the 2007 recommendations and their current implementation status. Seven of the eight recommendations have been partially or fully implemented. One was implemented but not sustained.

Exhibit 2-1
Implementation status of 2007 recommendations

#	Recommendation	Status
2-1	Formalize a School Board development program for all board members	Implemented
2-2	Reorganize standing committees and committee assignments	Partially implemented
2-3	Establish a schedule to regularly update all School Board policies	Implemented
2-4	Establish and implement a procedure for competitive bidding for legal services	Implemented but not sustained
2-5	Reconfigure the organizational structure of the central office administration	Implemented
2-6	Reduce the number of administrators and clerical staff at all PCPS elementary, middle, and high schools	Implemented
2-7	Establish and implement a division-wide shared decision-making process	Implemented
2-8	Develop and implement a strategic plan	Implemented

Source: 2007 study and Prismatic, 2013.

Recommendation 2-1

This recommendation for formalized school board training included components of tracking training for each School Board member and completion of training by each member in seven areas:

- the role of the school board member as reflected in state law and best practices;
- strategies for effective inter-governmental relations;

- policy development;
- effective committee development and work;
- use of technology in carrying out board responsibilities;
- review of the division's planning documents and related processes for their development and periodic review; and
- budget development and approval processes.

The seven current board members have completed an average of 237 credits in a variety of forums, conferences, and training sessions since the 2007 study. All board members have completed at least some training, with the two newest board members both achieving award levels from the Virginia School Board Association (VSBA). Most of the trainings attended were hosted by the VSBA; a few were hosted by the National School Board Association. Based on the titles of the training sessions, they appear to cover the breadth of topics initially recommended.

Conclusion: This recommendation has been implemented. School Board members have attended a wealth of training in the past six years and the division is using the VSBA system to track member training.

Recommendation 2-2

The 2007 study recommended doing away with the board's then-current 14 committees and replacing them with these five:

- budget/finance;
- facilities;
- intergovernmental and community relations;
- strategic planning and policy development; and
- evaluation.

The division has partially implemented this recommendation. Since 2008-09 it has maintained the committees of intergovernmental and community relations and evaluation. Currently, it also maintains another nine committees, of which several are required for participation in the regional Governor's Schools. None of the remaining committees appear to be focused on the other three areas (budget/finance, facilities, and strategic planning) initially recommended.

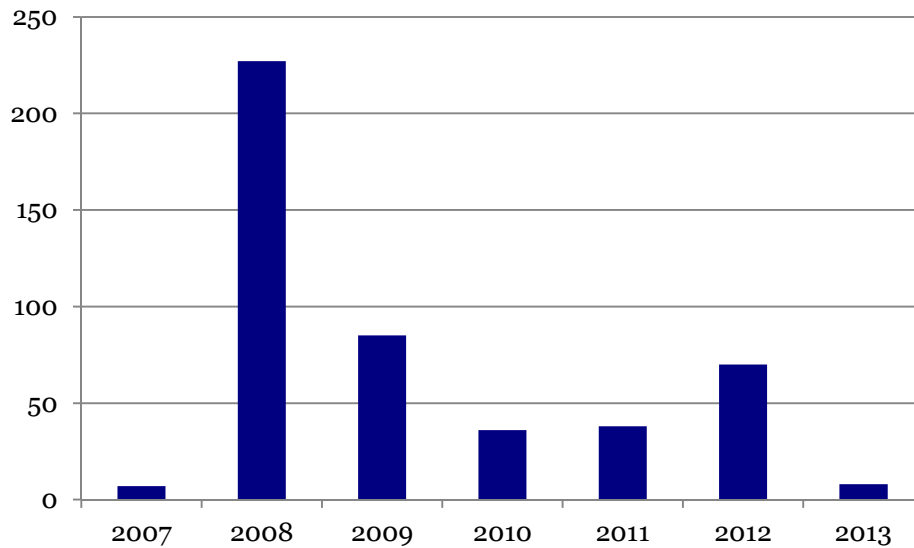
Conclusion: This recommendation has been partially implemented.

Recommendation 2-3

The initial study found the division to have an outdated policy manual, with no regular schedule for reviewing and updating policies. It was recommended to contract with a service to update policies and to establish a schedule for regular review and revision.

The division has subscribed to VSBA policy services every year since 2006-07. The division has also tasked staff members with policy update support activities. The review and revision of policies is now a routine function within the division. As shown in **Exhibit 2-2**, the board has revised a substantial number of policies each year.

Exhibit 2-2
PCPS policies by year of latest revision



Source: Compiled by Prismatic from PCPS Policy Book, October 2013.

Conclusion: This recommendation has been implemented.

Recommendation 2-4

This recommendation for the division to implement a procedure to competitively bid legal services also included provisions for a written agreement, a procedural protocol to follow when providing services, and the rates of pay for services. The recommendation indicated that the agreement should identify who in the division can directly access the services and the structure of invoicing for services provided.

The division developed a request for proposal for legal services containing these sections:

- General Description;
- Description of the School District;
- Statement of Work;
- Content of Proposal;
- Evaluation Criteria; and
- Submission of Proposal.

A number of requests for proposals have been advertised in local newspapers since 2007 but have not resulted in submittals from prospective vendors. Purchasing staff indicated it may be time to prepare another request for proposal. No staff is aware of written guidelines that have been developed pertaining to who in the division has the authority to contact the attorney firm currently used by the division for legal services. For the past three years (2010-11 through 2012-13) the division budgeted \$35,000 a year for legal services. In 2010-11 and 2011-12 the division expended \$60,066 and \$68,828, respectively, for legal services. For 2011-12, approximately 60 percent of the total was for legal services related to special education issues.

Conclusion: Although the division has solicited requests for proposals, without success, there are currently no written guidelines in place providing staff with information as to who can contact the attorney firm currently used by the division to request legal services. The 2008 update indicated that this recommendation was implemented; however, it has not been sustained.

Recommendation 2-5

The initial study recommended a number of changes to the organization and structure of the central office in order to address several issues, including administrative per pupil spending that was higher than that of the peer school divisions and a large number of direct reports to the assistant superintendent for administration. In 2004-05, PCPS spent \$415.43 per pupil on administration, compared to a peer average of \$286.34. The initial study specifically recommended that the division:

- reassign the human resources department from the superintendent's office to administrative services under the leadership of the assistant superintendent for administration;
- reassign principals from the directors of elementary and secondary education to the superintendent;
- reassign the alternative school assistant principal from the director of secondary education to the high school principal;
- downgrade the career and technical supervisor position to a specialist position;
- consolidate the language arts and social studies specialist positions into one;
- consolidate the mathematics and science specialist positions into one;
- outsource all security specialist and jail coordinator positions to qualified sworn law enforcement officers; and
- eliminate the positions of:
 - gifted and talented specialist;
 - guidance services specialist;
 - supervisor of instructional media;
 - director of elementary education;
 - director of secondary education;
 - jail coordinator; and
 - security specialists (8.0 FTE).

Exhibit 2-3 compares the initial recommendation and the current status of implementation.

Exhibit 2-3
Implementation status of recommendation 2-5 components

Component	Current Status	Comments
Reassign the human resources department from the superintendent's office to administrative services.	Considered and abandoned	The human resources department continues to report to the superintendent.
Reassign principals to report to the superintendent.	Implemented but not sustained	Approved organization charts from 2007-08 show a direct reporting relationship from principals to superintendent. This is also shown in informal organization charts for 2010-11 and 2011-12. The approved organization chart for 2013-14 shows the current arrangement as principals reporting to the director of schools, who reports to the assistant superintendent of instruction, who reports to the superintendent.
Reassign the alternative school assistant principal to report to the high school principal.	Considered and abandoned	The alternative school assistant principal position is now a coordinator position; position still reports to the director of schools (same as in 2007 report).
Downgrade career and technical supervisor position to a specialist position.	Implemented	Position is now a coordinator level.
Consolidate the language arts and social studies specialists into one position.	Implemented	The two-year update noted that all four specialist positions had been eliminated. The current organization includes a reading and math specialist position, yielding a final result of three specialist positions eliminated and sustained. This is one position more than originally recommended.
Consolidate the mathematics and science specialists into one position.		
Outsource all security specialist and jail coordinator positions to qualified sworn law enforcement officers.	Partially implemented	Jail coordinator position retained. All but one of the security specialist positions have been eliminated.
Eliminate gifted and talented specialist position.	Implemented by substitute	Position is now a coordinator level and has been since at least 2009, but has been retained.

Exhibit 2-3 (continued)
Status of implementation of components of recommendation 2-5

Component	Current Status	Comments
Eliminate guidance services specialist position.	Implemented	The position has been eliminated. Supervision of guidance counselors is under the assistant superintendent of instruction.
Eliminate supervisor of instructional media position.	Implemented	At the two-year point, it was noted that the position was eliminated and the person in the position was moved to a full-time librarian position with some additional duties in media program supervision. Current leadership indicated these additional duties have now been eliminated.
Eliminate director of elementary education position.	Implemented	Based on the employee database, this position was eliminated in 2011-12.
Eliminate director of secondary education position.	Implemented	Based on the employee database, this position was eliminated in 2011-12.
Eliminate jail coordinator position.	Considered and abandoned	Per the 2008 update, the Jail Program is mandated and categorically funded by the Commonwealth. Eliminating the position would result in a loss of state funding, but the mandate for the program would remain.
Eliminate security specialist positions.	Implemented	Division currently has only one security specialist position, assigned to the junior high school. Based on the employee database, the other seven positions have been eliminated since at least 2009.

Source: PCPS documentation and staff interviews, October 2013.

The final component of this recommendation was to reduce per pupil administrative expenses. While not all components of the original recommendation were implemented, PCPS has made strides in reducing per pupil administrative expenses. **Exhibit 2-4** provides the 2004-05 and 2011-12 data for PCPS and the peers used in the initial study. As shown, PCPS had the lowest percent increase of all the divisions and went from having the highest per pupil administrative expenditures to being in the middle of the peer group.

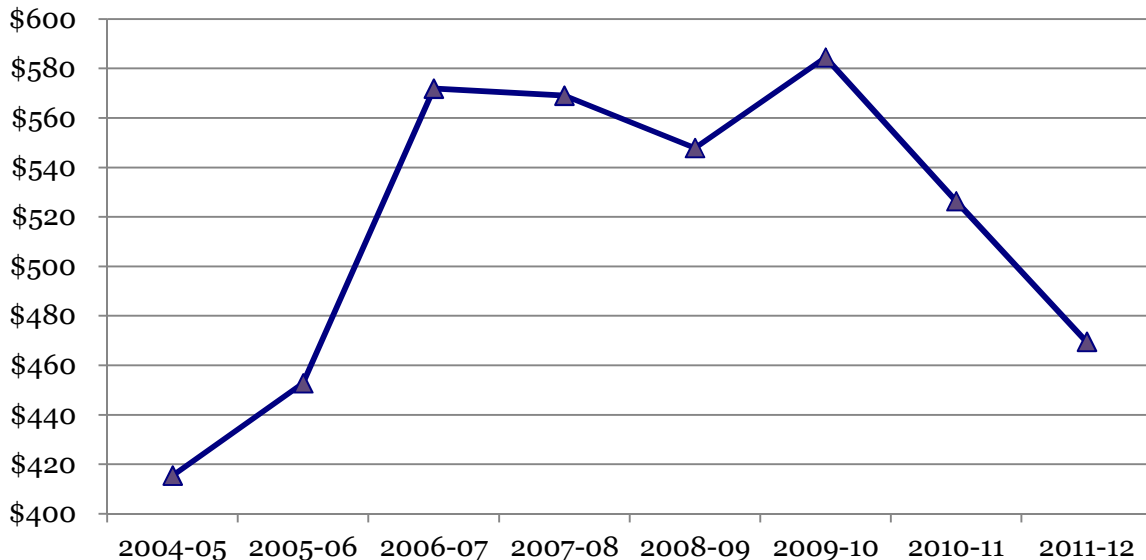
**Exhibit 2-4
Administrative cost per pupil comparison**

Division	Administrative expenditures per pupil		Percent Change
	2004-05	2011-12	
Petersburg City	\$ 415.43	\$ 469.51	13%
Danville City	\$ 320.49	\$ 488.99	53%
Hopewell City	\$ 304.57	\$ 347.42	14%
Lynchburg City	\$ 187.76	\$ 251.38	34%
Roanoke City	\$ 203.43	\$ 490.14	141%
Peer Division Average	\$ 286.34	\$ 409.49	43%

Source: Table 13 of the Superintendent's Annual Report for Virginia, VDOE, 2004-05 and 2011-12.

Exhibit 2-5 provides the trend in the division's annual per pupil administrative expenses. Per pupil administrative expenses decreased somewhat following the 2007 review. The most significant reduction in the annual administrative cost per pupil has occurred since 2009-10.

**Exhibit 2-5
Administrative cost per pupil comparison**



Source: Table 13 of the Superintendent's Annual Report for Virginia, VDOE, 2004-05 through 2011-12.

Conclusion: This recommendation has been implemented. Although per pupil administrative expenses have increased since the initial study, the

administrative costs per pupil have decreased for the division in the last three years. Moreover, PCPS no longer has the highest per pupil administrative expenses of the peer group and the rate is trending down.

Recommendation 2-6

This recommendation addressed the need for the division to reduce the number of administrators and clerical staff at all schools. The recommendation indicated that PCPS was overstaffed by 6.5 assistant principals and 14 clerical staff. The two-year update indicated that only one assistant principal position was eliminated but 15 clerical positions were eliminated.

During 2006-07, the division had 15 assistant principals. Between 2008-09 and 2011-12, the number varied between 12 and 14. The division currently has 11 assistant principals (not including staff at the preschool or alternative school). The Virginia Department of Education (VDOE) approved changes to the staffing levels pertaining to the Standards of Quality (SOQ). Resolution number 2012-47 requires divisions to staff one full-time assistant principal for every 400 students in grades K-12, in support of Goal 1: accountability for student learning, and Goal 5: highly qualified and effective educators. Only one of the division's seven K-12 schools had a 2012-13 enrollment of less than 400 students and that one had 384. With the SOQ changes, the division is currently staffing the assistant principal positions appropriately.

In regards to school-based clerical positions, the SOQ have not changed since the initial study, when the division had 53 positions. However, using the SOQ as a primary source for staffing analysis was removed from the Virginia school efficiency review protocols in 2008, after the initial PCPS study. The SOQ are currently generally regarded as assuring only minimal staffing, as opposed to optimal staffing. PCPS currently has 24 clerical positions in its seven schools, which is a decrease from the 27 it had in 2008-09.

Conclusion: This recommendation has been implemented.

Recommendation 2-7

The recommendation to allow all employees to take part in a shared decision-making process has been implemented. The one-year update indicated that the superintendent at that time had instituted weekly cabinet meetings, monthly leadership meetings, and monthly lead teacher meetings. The two-year update and 2008 fiscal impact update concurred that the recommendation was implemented. The most recently departed superintendent had an active superintendent advisory council.

The current superintendent has been engaged in a strategic planning process since his arrival in December 2012. The six-month process included input from seven committees, with a total of more than 40 staff and community members. Employees provided input into the strategic direction of the division in this process. The resulting strategic plan spans 2013 through 2016 and includes a number of objectives related to seeking feedback and getting input from parents, students, staff, and community members. Both the school board and the VDOE have approved the strategic plan.

In addition, all PCPS schools have professional learning community (PLC) structures in place. School schedules have been organized to provide for common planning time among

teachers. These also provide opportunities for staff members to participate in shared decision-making.

Conclusion: Although it has taken various forms since the initial study, this recommendation has been implemented.

Recommendation 2-8

The initial study recommended development and implementation of a strategic plan that adhered to best practices. At the time, the division had a partial plan that included goals, objectives, and measures, but it lacked:

- strategies to reach objectives and goals;
- assignment of specific staff members to each objective and goal; and
- an estimated cost for implementing each objective and goal.

Based on the available data, it is not clear if a strategic plan was developed after the initial study. The current superintendent has developed a strategic plan that spans 2013 through 2016. It includes all of the components recommended in the initial study and has been approved by the school board and VDOE.

Conclusion: This recommendation has been implemented.

Exhibit 2-6 Comparison of 2006 estimated savings/costs with actual

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
2-1	(\$15,000)	Unknown	Division did not use external trainers as originally recommended, but board members are attending more training than previously.
2-2	(\$4,500)	\$0	
2-3	(\$3,000)	(\$11,150)	The VSBA service is \$2,230 annually.
2-4	\$111,000	\$0	
2-5	\$3,744,305	\$280,307	Savings based on two-year update.
2-6	\$4,357,985	\$3,057,195	Savings based on 2008 update.
2-7	(\$10,000)	\$0	It does not appear that consultants were contracted to assist with this.
2-8	(\$5,000)	\$0	Plan developed internally.

Source: 2007 study and Prismatic, 2013.

Financial Management, Budget, and Purchasing

This section reviews recommendations related to the financial management budget and purchasing functions of PCPS. The six areas of review were:

- 3.1 Introduction
- 3.2 Financial Management
- 3.3 Budget
- 3.4 Purchasing
- 3.5 Activity Funds
- 3.6 Fixed Assets

Exhibit 3-1 details the 2007 recommendations and their current implementation status. Of the 13 recommendations for financial management, eight have been fully or partially implemented, three have been implemented but not sustained, one was considered but abandoned, and one is in process. Staffing within the business office has been unstable since the 2007 review. For example, there have been an interim director and three other directors including the current one, who has been in the position for only three months. In addition, one key support staff member has been in the department for just over one year and another just under one year.

The institutional knowledge pertaining to events between the issuance of the 2007 report and now is almost non-existent. This lack, as well as leadership and staffing instability, has made it challenging for the department to sustain improvements that may have been made or to assess the extent of activities taken to comply with the 2007 recommendations.

Exhibit 3-1
Implementation status of 2007 recommendations

#	Recommendation	Status
3-1	Create, adopt, and implement formal financial policies and procedures manuals	Partially implemented
3-2	Develop summary financial reports for the School Board, the City Council, and the public	Implemented
3-3	Store all financial records in fire-rated cabinets	Implemented
3-4	Investigate the opportunity to process payroll once per month	Considered and abandoned
3-5	Make direct deposit mandatory for all PCPS employees	Implemented
3-6	Assign one person the function of developing and monitoring the budget	Implemented but not sustained
3-7	Expand the budget development calendar to include deadlines for principals and teachers to provide input and other staff deadlines	Implemented but not sustained
3-8	Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees	Partially implemented
3-9	Implement online purchasing, just-in-time purchasing, and purchase cards	Partially implemented

Exhibit 3-1 (continued)
Implementation status of 2007 recommendations

#	Recommendation	Status
3-10	Utilize cooperative purchasing agreements and other procurement tools consistently throughout the division	Implemented but not sustained
3-11	Close the warehouse facility at its current location, and make more efficient use of just-in-time delivery of goods	Implemented
3-12	Develop a local written activity fund operations manual to help ensure funds are administered properly	Implemented
3-13	Track fixed assets acquired from PCPS funds and develop fixed asset policies to direct the management of the division's investment in capital items	In process

Source: 2007 study and Prismatic, 2013.

Recommendation 3-1

This recommendation to create, adopt, and implement financial policies and procedure manuals that are to be used to train new employees, cross-train employees, and to help ensure all work is performed as required identified 19 areas where procedures were needed. A review of the division's policy manual indicated that that Section D – Fiscal Management includes 24 individual polices pertaining to financial operations. Many of the policies reflected revision dates of September 9, 2008 but some had dates as late as December 12, 2012, indicating that the policies are monitored and appear to be updated when necessary.

A document titled “Petersburg City Public Schools – Accounting/Financial Procedures” dated August 2012 includes 10 sections:

- Purchasing Procedures;
- Departmental Vouchers;
- Vendor Payments;
- Travel Requests;
- Travel Advances;
- Petty Cash;
- Accounts Receivables/Invoices;
- Inventory;
- Payroll/Attendance; and
- Budgets.

Although the Accounting/Financial Procedures do not contain all the procedures that the 2007 study recommended, combined with the formally adopted policies, the division has made great improvements in this area.

Conclusion: This recommendation has been partially implemented.

Recommendation 3-2

This recommendation pertains to the development of summary financial reports that are user-friendly in order to make it much easier for the School Board, the City Council, and the public to understand the financial operations of the division. Included in the recommendation was an example of a report by organization and object of expense. Although the division has not developed a report as the example in the report suggested, it has developed a one-page summary report that presents revenues and expenditure data. The report is provided to the board each month and shows budgeted revenues and associated collections by nine categories of revenue and expenditures by eight organizational categories.

The summary financial report developed by the division provides less detail than the example provided in the 2007 study. However, it does provide the school board, the city council, and the public with financial data that are easily understood.

Conclusion: This recommendation has been implemented.

Recommendation 3-3

The 2007 study recommended the purchase of three fire-rated cabinets to store financial paperwork so that check stock and other financial records would be safe and so that access to confidential records could be restricted. The study further recommended that the cabinets remain locked at all times when they are not being accessed by financial/administration staff.

The division purchased three fire-rated cabinets as recommended. The keys to the cabinets as well as the key to the door leading into the room where the cabinets are located are kept in the department's safe. When the consulting team asked to see the cabinets, keys were obtained from the locked safe and used to unlock the door to the room where the cabinets were located. However, once inside, the cabinets themselves were not locked.

Conclusion: This recommendation has been implemented. However, all security measures should continue to be maintained in the future.

Recommendation 3-4

This recommendation to investigate the possibility of processing payroll just once a month required a review of city or state regulations to determine any legal impediments. The recommendation suggested that PCPS finance staff work with the City of Petersburg in determining the feasibility of once a month payrolls. It is unknown whether the division investigated monthly payroll and found regulatory impediments or decided against it for other reasons. No current staff of the department was involved with the determination to retain twice per month pay dates.

Conclusion: This recommendation was considered and abandoned.

Recommendation 3-5

The 2007 study recommended making direct deposit mandatory for all PCPS employees. At the time of the initial review, less than 70 percent of PCPS employees were using direct deposit. On the June 14, 2013 payroll, the division had 757 of 838 (90.3 percent) employees

using direct deposit. A significant improvement has been made in the number of employees using direct deposit for their payroll checks.

Current division policy states:

Direct deposit of payroll checks is required of all employees as an efficiency and a security measure. All checks will be directly deposited to a bank of the employee's choice. Employees without a bank account must contact the office of human resources for options available to them. Employees will receive notification electronically through the employee information system that the check has been deposited. This notification will contain an explanation of all deductions and will be available on paydays.

The division is processing 137 less physical payroll checks per month than in 2006-07. Based on the \$2.00 a check cost estimated in the 2007 report, the five-year savings for a 10-month instructional year are \$13,700.

Conclusion: This recommendation has been implemented. The policy requires direct deposit and use of direct deposit has increased. Moving forward, division leaders should investigate why all paychecks are not direct deposited, in compliance with policy.

Recommendation 3-6

The initial study included in this recommendation:

- assigning one person the function of developing and monitoring the budget;
- revising the budget process and improving the budget document itself;
- tying the budget request to the division's improvement and strategic plan;
- aligning expenditures to items critical to improving student achievement;
- obtaining input from principals, teachers, and others; and
- presenting clear and relevant information in the budget document.

Interviews with staff indicated that the division does not have one person within the business and finance department assigned the function of developing and monitoring the budget. The new business and finance director informed the consulting team that she plans to handle those duties. A support staff employee related that an employee of the department had performed budget duties between the time of the 2007 report and now but thought the position was eliminated for budgetary reasons.

A review of the division's 2012-13 budget indicated that although the document provides a considerable amount of data and many of the items recommended by the National Advisory Council on State and Local Budgeting (NACSLB), it still lacks some of the items included in the 2007 recommendation. It does not provide data tying the budget request to the division's improvement and strategic plan, nor does it provide data aligning expenditures to items critical to improving student achievement.

A page in the budget document titled Budget Input Section and the budget calendar indicate that the division did solicit input from principals and department heads; however, there is no indication that input was solicited from teachers and others. The input section of the budget does indicate a survey of all staff was conducted after drafting the initial budget to

solicit input pertaining to where budget cuts should be made. This section of the budget provides the following information:

- solicited information from principals and department heads in November 2011;
- received Initial Revenue Projections (Governor’s Budget) in December 2011;
- calculated and presented initial budget deficit using the Governor’s proposed budget in January 2012;
- additional meetings were held with principals and department heads to discuss possible areas for reduction or realignment;
- met with all staff to discuss budget on February 21, 2012;
- performed online survey of all staff on budget cuts;
- held five work sessions with the school board;
- held two public hearings on March 1 and March 14, 2012;
- multiple meetings with the City of Petersburg’s Administration and City Council; and
- approval of Proposed and Final Budgets.

The 2012-13 budget provided considerable data but did not contain the specific data identified and recommended in the initial study. Assignment of budget development and monitoring duties is currently performed by the new business and finance director and not assigned to a staff member.

Conclusion: This recommendation was implemented but not sustained.

Recommendation 3-7

The 2007 study recommended expansion of the budget development calendar to include deadlines for input from principals, teachers, and other staff. The 2012-13 budget development calendar (**Exhibit 3-2**) was similar to the 2006-07 calendar but less specific. The 2012-13 calendar did not identify when school/department requests were to be submitted for compilation or when schools/departments were to present budgets to the superintendent. The date for submitting budget materials to top management and leadership personnel only showed the date as November, 2011.

Exhibit 3-2

Petersburg school board budget development calendar: 2006-07 school year

Date	Description
December, 2005	Revenue estimates reviewed
December 20, 2005	Enrollment projections reviewed
January 10, 2006	Establish position control baseline
February 2, 2006	Staffing requests submitted and compensation alternatives projected
February 3, 2006	School/department operating budget requests submitted for compilation
February 6-10, 2006	School/departments present budgets to superintendent
February 15, 2006	School Board Budget Work Session
February 22, 2006	School Board Budget Work Session
February 23, 2006	Advertise for FY07 Budget Public hearing
March 15, 2006	School Board Meeting / Public Hearing on Budget
March 22, 2006	School Board Approves budget

Exhibit 3-2 (continued)
PCPS school board budget development calendar: 2006-07 school year

Date	Description
March 28, 2006	Transmit budget to City Manager
April 11, 2006	School Board presents budget at city council work session
May 24, 2006	Superintendent recommends reductions to balance budget
May 30, 2006	School board adopts reduced budget
June, 2006	City Council appropriates FY07 budget

Source: Petersburg City Public Schools, October 2013.

The proposed budget calendar for 2014-15 (**Exhibit 3-3**) has specific dates for when budget materials are to be submitted to management/leadership and when budget requests are due to the business and finance department for compilation. The proposed calendar does not identify if or when the budget requests are to be discussed with the superintendent.

Exhibit 3-3
PCPS 2014-15 proposed budget calendar

Date	Schedule of Meeting	Location/Time
October 2, 2013	School Board Review Proposed Calendar	School Board Office (SBO)
October - TBD	Superintendent's Leadership Team Budget Discussions	SBO
October 18, 2013	Enrollment Projections Reviewed – Due to Virginia Department of Education (VDOE)	SBO
November 4, 2013	Budget Materials Distributed - Management/Leadership	SBO
November 26, 2013	Budget Requests due to Department of Finance	SBO
December 16-20, 2013	Governor's Proposed Budget Released	State Capital
January 22, 2014	School Board Work Session Budget Overview Based on Governor's Proposed Budget	SBO, 6:30 p.m.
February 5, 2014	Budget Work Session with School Board	SBO, 6:30 p.m.
February - TBD	Liaison (Committee) Meeting - City Council/School Board	TBD
February 26, 2014	Public Hearing – School Board	SBO, 6:30 p.m.
March 5, 2014	Budget Work Session with School Board	SBO, 6:30 p.m.
March 3 -7, 2014	Joint Meeting with City Council	TBD
March 12, 2014	Approval of FY 2014 – 2015 Draft Budget by the School Board	SBO, 6:30 p.m.
March 21, 2014	Submittal of 2014-2015 Budget Request to the City Manager	TBD
April 2-10, 2014 - TBD	School's Budget Presentation to City Council	Train Station
April 15, 2014	Public Hearing – City Council	Train Station
May 6, 2014	Adoption of FY 2014-2015 Budget - City Council	Train Station
May 12 - 14 , 2014	Adoption of FY 2014-2015 Budget - School Board	SBO, 6:30 p.m.
May 19-June 16, 2014	Teacher Contracts Due	

Source: PCPS, October 2013.

The division's budget calendar has changed little from 2006-07. The inclusion of teachers and others in the developmental phase of the budget does not appear in the proposed budget calendar for 2014-15.

The steps included in the division's proposed budget calendar for 2013-14 has changed little since the 2007 report. It does not include deadlines for input from principals, teachers and others. The 2008 update study indicated this recommendation was complete at that time.

Conclusion: This recommendation was implemented but not sustained.

Recommendation 3-8

The 2007 study recommended creating a detailed purchasing policy and written procedures to govern purchasing activity. Currently, PCPS has three policies related to purchasing:

- *Small Purchases* – States that the division may enter into single or term contracts for goods and services without requiring competitive sealed bids or competitive negotiation if the aggregate or the sum of all phases is not expected to exceed \$100,000 (\$80,000 for professional services); however, such small purchase procedures shall provide for competition whenever practicable. (Last revised November 2, 2011)
- *Purchasing Authority* – The superintendent with the school board's formal approval may designate a qualified employee to serve as the purchasing agent for the board. All personnel who desire to purchase equipment and supplies shall follow the established procurement procedures within their departments or schools for the issuance of a requisition or purchase order. All purchase orders must be forwarded to the superintendent or his/her designee, for approval and processing. (Last revised September 17, 2008)
- *Purchasing Procedures* – All procurements made by the school division will be in accordance with the Virginia Public Procurement Act. It further describes what should be included in contracts with vendors. (Last revised June 3, 2009)

The Accounting/Financial procedures manual dated August 2012 contains a number of procedures pertaining to purchasing. It discusses competitive requirements, single quotations, unsealed bidding, unsealed proposals, blanket purchase agreements, and online purchase requirements.

Business and finance department staff told Prismatic that new purchasing procedures are being developed that will delegate more purchasing authority and accountability to principals and department heads, allowing them to obtain materials and services up to a threshold of \$5,000 without preparing a purchase request or obtaining prior approval. This new delegation should free the purchasing staff member to perform other professional purchasing duties instead of spending time performing clerical duties.

Conclusion: Although division purchasing policies and procedures are not at the level as identified in the recommendation and could be improved further, the recommendation has been partially implemented.

Recommendation 3-9

This recommendation to implement online purchasing, just-in-time purchasing, and purchase cards was intended to save the purchasing specialist time and to coordinate purchasing efforts across the division. The division acquired automated purchasing software called Skools/Logic by Keystone Information Systems, Inc. and implemented it in 2009. The software performs a number of automated purchasing functions including:

- Purchase Order Request;
- Voucher Requisitions;
- Stores Requisitions;
- Requisition Print;
- Requisition Detail Report;
- Approval Process;
- Process Requests; and
- Requisition Inquires.

A just-in-time purchasing process has been implemented where needed materials and supplies are ordered to meet schools' and departments' needs and delivered directly to where they are needed. This has enabled the division to nearly eliminate the stocking of materials and supplies in a warehouse facility.

Although the division has three regular credit cards, it does not have a purchase card program as was recommended in the initial study. Interviewed staff said that they support a purchase card program and believe one would provide more efficiency to the division.

The purchase and implementation of an automated purchasing system has provided the division with benefits, and the just-in-time purchasing process has eliminated the division's need for a supply-filled warehouse. Although the staff supports a purchase card program, the division has not implemented it.

Conclusion: This recommendation has been partially implemented. The division has not implemented the purchasing card portion of the recommendation.

Recommendation 3-10

The 2007 study recommended using purchasing agreements and other procurement tools consistently throughout the division to recognize cost savings. The division has used purchasing cooperative agreements or piggy-backed on other divisions' contracts for technology, food services food items, food services paper goods, maintenance department operations, and minor construction. The division also uses the eVA, Virginia's electronic procurement system, but only for the purchase of copiers. However, there are no requirements for PCPS schools or departments to use cooperative, eVA, or other purchasing arrangements prior to going to other vendors for purchases. The division also has not shared information with schools and departments about available opportunities for shared purchasing from cooperatives or other efficient purchasing sources.

Although the division does use a few purchasing cooperatives and piggy-backs on other division's purchased contracts, it currently does not have purchasing arrangements and is

not providing guidance to schools and departments on the use of the arrangements or the eVA. The 2008 update noted that this recommendation was complete at that time.

Conclusion: This recommendation was implemented but not sustained.

Recommendation 3-11

The initial study recommended making more efficient use of just-in-time delivery to eliminate the need for a warehouse facility. Just-in-time purchasing allows schools and departments to order items needed and have them delivered directly to their location. The warehouse has been closed and only copier paper and custodial supplies are received and stored in the new, significantly smaller warehouse.

Conclusion: Although the 2008 update indicated that this recommendation was implemented by substitute, it has now been implemented as originally recommended.

Recommendation 3-12

This recommendation to develop a local activity fund operations manual would help ensure funds are administered properly and would assist principals, secretaries/bookkeepers, and sponsors to fulfill their responsibilities. A Student Activity Fund Accounting Manual dated April 2007 was distributed throughout the division. The manual provides direction and guidance needed by those with duties associated with student activity funds. A Prismatic review of the manual found references to PCPS board policies that were incorrect. The manual provides guidance in these areas:

- Student Activity Funds Management (Board Policy IGDG);
- Responsibilities of principals, bookkeepers, chief financial officers, teachers, class/club sponsors, and athletic directors;
- Fundraising (Board Policies IDGF-JL);
- Receipt of funds;
- Disbursements;
- Daily and monthly activities and year-end procedures; and
- 16 forms to be used.

The distribution of the Student Activity Fund Accounting Manual provides the guidance needed by staff with student activity fund responsibilities. However, it has not been updated in the last six years. When updating the manual, care should be taken to ensure references to board policies are correct and revisions are made reflecting all current provisions.

Conclusion: This recommendation has been implemented. Moving forward, the manual needs to be regularly updated.

Recommendation 3-13

The 2007 study recommended tracking fixed assets acquired from PCPS funds and developing fixed asset policies to direct the management of the division's investment in capital items. The recommendation identified nine issues that fixed asset policies normally address. The division's policy manual contains only two policies related to fixed assets:

- *Disposal of Surplus Items* – The policy states that the division should attempt to apply trade-in allowances on equipment to be replaced against the purchase cost of the new equipment whenever possible. The policy also states that the division may dispose of equipment having no trade-in value by informal bid, auction or pre-priced sale, and for items valued over \$500 requires board approval. (Last revised November 3, 2010)
- *Acquisition and Disposition of Vocational Education Property* – The policy authorized funds to be expended for vocational education projects and for the division to make reasonable and good faith efforts to obtain fair market value when property is sold. (Last revised September 17, 2008)

The division does not track its investment in fixed assets in any type of inventory, allocation, or disposition system. When fixed assets are purchased they are recorded as expenditures with coding that identifies that the purchase is for a fixed asset item. For annual financial reporting purposes, a listing of fixed asset items is compiled by an individual from outside the division using expenditure data.

The new business and finance director informed the consulting team that she plans to establish a fixed asset system that tracks the division’s investment at the time items are purchased. Plans for a fixed asset system entail creating a fixed asset policy that identifies items that will be capitalized and depreciated. The director anticipates identifying a value of \$5,000 and above for items capitalized and depreciated for annual report purposes and items for tracking purposes of \$1,000 to \$5,000.

The division continues to lack a comprehensive set of fixed asset policies and does not maintain an inventory or tracking system for its investment in fixed asset items. The two board policies cited above do not address the direction needed to properly manage fixed assets.

Conclusion: This recommendation is still in process.

**Exhibit 3-4
Comparison of 2006 estimated savings/costs with actual**

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
3-1	\$0	\$0	
3-2	\$0	\$0	
3-3	(\$4,500)	(\$5,898)	
3-4	\$0	\$0	
3-5	\$60,000	\$13,700	137 fewer checks per month.
3-6	\$0	\$0	
3-7	\$0	\$0	
3-8	\$0	\$0	
3-9	\$0	\$0	
3-10	\$0	\$0	
3-11	\$0	\$0	
3-12	\$0	\$0	
3-13	\$0	\$0	

4 Personnel and Human Resources Management

This section reviews recommendations related to the personnel and human resources management functions of PCPS. The six areas of the 2007 review were:

- 4.1 Organization and Administration
- 4.2 Personnel Policies and Procedures
- 4.3 Recruitment, Hiring, and Retention of Personnel
- 4.4 Employee Compensation
- 4.5 Teacher Certification and Employee Evaluation
- 4.6 Professional Development

Exhibit 4-1 details the 2007 recommendations and their current implementation status. Eight of the 14 recommendations have been implemented, two are in process, and four were implemented but not sustained.

The human resources department is currently functioning with an interim director who has been in that capacity since August, 2013. She works in the division two days a week. Since 2007 the department has had six directors or interim directors. The previous director was in the position less than three months. In addition all three staff members in human resources (excluding the receptionist) have been in their positions for two years or less. As is the situation in other departments, institutional knowledge of events between the 2007 report and now is almost non-existent. The lack of this institutional knowledge as well as instability among human resources staffing assignments makes it difficult for the division to sustain improvements. The Virginia Department of Education (VDOE) has assigned a consultant to assist the division in this department. He works in the division two days a week.

Exhibit 4-1
Status of implementation of 2007 recommendations

#	Recommendation	Status
4-1	Create a human resources page on the PCPS Web site to address routine personnel inquiries and provide access to common forms and documents	Partially implemented
4-2	Establish an internal office schedule for human resources personnel to handle regular appointments and drop-ins	In process
4-3	Automate routine personnel operations through the installation and implementation of human resources software	Implemented
4-4	Store all personnel records in secured, fire-rated cabinets	Implemented
4-5	Establish a schedule and procedure to ensure that documents are promptly and properly stored in personnel files	In process
4-6	Establish a regular schedule to update personnel policies	Implemented
4-7	Develop a comprehensive human resources handbook	Implemented
4-8	Develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce	Implemented but not sustained
4-9	Create a tracking system to determine if teachers recruited at specific events are actually being hired by the division	Implemented but not sustained

Exhibit 4-1 (continued)
Status of implementation of 2007 recommendations

#	Recommendation	Status
4-10	Enhance the current mentoring program for first-year teachers and teachers new to the division	Implemented but not sustained
4-11	Implement the recommendations in the Virginia Association of School Superintendents (VASS) compensation study and reexamine current salary schedule to create a new schedule that will reward performance and longevity	Implemented
4-12	Implement an alternative route to the licensure program	Implemented
4-13	Develop an evaluation procedures manual with accompanying evaluation forms and evaluation schedule for classified personnel	Implemented
4-14	Create and implement a division-wide professional development plan that addresses the learning needs of all PCPS employees	Implemented but not sustained

Source: 2007 study and Prismatic, 2013.

Recommendation 4-1

The 2007 study recommended creating a human resources page on the PCPS website to provide information on routine personnel inquiries and provide access to commonly-needed personnel forms and documents. In addition to providing basic human resources contact and departmental information, it was recommended that the page include items such as the departmental mission statement, current posting advertisements, downloadable employment applications, salary schedules, professional certification information, employee benefits with links to health care providers' websites, professional development and information updates, and procedures and related forms for employee evaluations.

The division's website includes a page for Human Resources. The Human Resources page contains information on a variety of topics and includes links to a significant amount of data including:

- employment opportunities;
- how additional degrees increase salary;
- classification and compensation program;
- access to the Employee Handbook and Employee Benefits;
- Fair Labor Standards Act (Questions & Answers);
- Employee Assistance Program (EAP);
- employee identification card;
- employee relations and compliance program;
- employment verification;
- exit process;
- Family and Medical Leave Act (FMLA);

- mentor teacher program;
- contract renewal process;
- National Board Certification (NBC) and NBC Re-Certification;
- new employee orientation program;
- requirements for initial licensure and licensure renewal;
- substitute teacher program; and
- tuition reimbursement program.

In addition to the variety of topics, a number of personnel forms can be accessed through the web page. The page allows the Human Resources Department to provide information to employees and the public on a variety of items pertaining to operations of the department. In most cases information provided eliminates the need for employees or the public to be directly in contact with an HR staff member.

Conclusion: This recommendation has been partially implemented. Moving forward, the division should add links to health care providers' websites, professional development updates, telephone numbers for HR office personnel, and a listing of which HR staff member to contact for what type of inquiry.

Recommendation 4-2

This recommendation to establish an internal office schedule for human resources personnel involved identifying specific blocks of time for tasks such as fingerprinting new employees, counseling services on non-urgent personnel matters, orientation of new employees, and maintaining personnel files. Staff within the department confirmed that they block out specific times of the day to personally meet with employees needing assistance.

Fingerprinting of new employees is performed at specific times and assistance with benefits is scheduled in the afternoon, which is usually less busy than the morning. The schedule is not in a published form, but one is used by each staff member to help manage their time.

Conclusion: This recommendation is in process. Department staff has developed a schedule internally and now needs to publish it on the division website.

Recommendation 4-3

This recommendation was to automate personnel operations with the purchase and implementation of human resource software. The 2007 study noted the software should be able to maintain basic employee information, manage and track benefit information for each employee, quickly and easily communicate with employees, and manage employee leave data. The electronic human resource system should allow information to be entered once and selected information to be transferred from one operational database to another.

Keystone Human Resources software was acquired and successfully implemented in 2009. The system provides for:

- application tracking;
- employee maintenance;
- employee administration;
- personnel reports;
- salary tables/rollovers;
- detail leave tracking;
- substitute tracking;
- payroll processing menu;
- personnel action menu;
- inquiry menu;
- remote payroll tracking;
- position tracking;
- employee cost projections;
- state specific reports;
- Keystone Employee Management (KEMS) administration; and
- log to other data accounts.

Human resource staff reported that the software performs well. However, since most staff is new to the department they have not been adequately trained to use all the components of the KEMS system. Staff indicated that representatives from the software provider were scheduled to come to the department in October 2013 to provide training.

Purchasing and implementation of the Keystone software has made the operation of the human resources and the payroll section of the budget and finance department more efficient since it has the ability for data entered once in HR to be simultaneously shared with payroll. Providing needed training to new staff will further improve and make operations more efficient.

Conclusion: This recommendation has been implemented.

Recommendation 4-4

This recommendation to store all personnel records in secured, fire-rated cabinets required the purchase of three fire-rated file cabinets and establishing a schedule for filing personnel information in the new cabinets. An additional six fire-rated file cabinets were purchased for the human resources file room, bringing the total to nine. The cabinets are being used to store current and former employee personnel information.

Conclusion: This recommendation has been implemented.

Recommendation 4-5

The 2007 study recommended developing a filing schedule and to write procedures for promptly and prospering storing documents in personnel files. The recommendation included provisions for identifying what documents should and should not be stored in

personnel files, creating a checklist, and reviewing each file to ensure that a common standard is applied to the contents. A walk-in observation of the personnel file storage area revealed that a large number of personnel records have not been securely and safely filed in the nine fire-rated file cabinets purchased for that purpose. Considerable amounts of documents and folders are stacked randomly on top of the cabinets in disarray.

The VDOE assigned a consultant to the HR department to perform an HR audit which began in March, 2013. The auditor submitted a report in June, 2013, which affirmed the same conditions of the filing system that the 2007 review found. The consultant remains on contract and works in the division two days a week to assist in implementing the recommendations in the June report, which found that files were disorganized, contained irrelevant information, and lacked critical documents such as those that show employees' tenure or length of employment with PCPS. The report identified three sets of actions needing to take place regarding personnel files, including the purging of unneeded documents, the reorganization of current employee personnel files, and the development of a formal protocol for how all personnel files should be organized. Although the report was issued in June 2013, progress in these areas has been slow.

Interviews with staff indicated that a review of current employees' files will be started in the near future. The review will identify what documents should remain in the individual files, what should be kept in a separate file, and what could be disposed of. After active employees' files have been completed, the project will move to former employees' files. In addition, the consultant's report needs to be addressed and decisions made and implemented.

All employee personnel files, both current and former employees, need considerable work. The 2008 update indicated at that time this recommendation was complete.

Conclusion: This recommendation was implemented as of 2008 but is now in process again.

Recommendation 4-6

This recommendation was to establish a regular schedule to update personnel policies, using the services of the Virginia School Boards Association (VSBA). The recommendation also contained a provision that the update schedule be approved by the school board. PCPS has subscribed to the VSBA policy updating service annually since the initial study. A process is in place for the regular review of all policies, including personnel one.

An item-by-item analysis of personnel policies published on the PCPS website revealed that all personnel policies listed in the report have been revised since the 2007 study. Many of the policies have been revised more than once with the oldest revision date of July 16, 2008 and the most recent revision dated February 06, 2013.

Conclusion: This recommendation has been implemented.

Recommendation 4-7

The 2007 study recommended finalizing a comprehensive human resources handbook that was only in draft form at the time. The division now has a human resources handbook available on its website under the heading of "Department Forms" The handbook contains a preface, information on the division, the mission of the division, data on the school board and 14 sections:

- Section A – Application Process;
- Section B – Employment;
- Section C - Certificates/Licenses;
- Section D - Employee Health Concerns;
- Section E – Staff Benefits;
- Section F – Pay Process;
- Section G – Calendar;
- Section H - Expectations for Classroom Teachers;
- Section I - Staff Development;
- Section J – Substitute Personnel;
- Section K – Evaluations;
- Section L - Controlled Substances/Weapons;
- Section M – Other Policies and Procedures; and
- Section N- Complaints/Concerns/Grievances.

Conclusion: This recommendation has been implemented.

Recommendation 4-8

This recommendation to develop and implement a comprehensive recruitment plan for creating a high quality instructional workforce requires a set of recruitment plans customized for each employee group (e.g., teachers, bus drivers, paraprofessionals, and more) and for the formulation of a budget to accommodate the revised recruitment plans. The recruitment schedule for 2013-14 shown on the Human Resources Web page indicates that there are five events planned for the year. The events include:

- February 21, 2013: Virginia State University;
- March 28, 2013: Virginia Union University;
- April 5, 2013: Saint Paul’s College;
- April 10, 2013: The College of William and Mary; and
- April 20, 2013: Petersburg City Public Schools.

Staff indicated that a comprehensive recruitment plan was not in place and a budget has not been formulated to fund a plan. The interim director told the consulting team that she intends to develop a plan for the upcoming recruitment season which starts in earnest the first of the calendar year. The 2008 fiscal impact update indicated at that time that this recommendation was complete.

Conclusion: This recommendation was implemented but not sustained.

Recommendation 4-9

This recommendation was to create a tracking system to determine if teachers recruited at specific events are actually hired by the division, in order to determine which events do or do

not provide positive results.

The division does not currently have a tracking system to determine if specific recruitment events actually result in the hiring of teachers. The two-year update indicated this recommendation had been implemented at that time.

Conclusion: This recommendation was implemented but not sustained.

Recommendation 4-10

This recommendation to enhance the division's mentoring program suggested that the human resources director, human resources staff, and selected principals review the effectiveness of the current program and draft a document incorporating recommended improvements. The recommendation also suggested providing stipends for mentor teachers as well as other incentives like tuition credits for continuing education.

The human resources web page discusses the mentoring program and identifies the goals for the program. Although the division could not produce any written documentation pertaining to the mentoring program, staff indicated that a mentoring program is in place. The division provides new teachers with a mentor teacher within their building and the mentor teacher is provided a stipend for performing the mentoring duties.

The division does not currently have a documented mentoring program. The 2008 update indicated at that time this recommendation was complete.

Conclusion: This recommendation was implemented but not sustained.

Recommendation 4-11

This recommendation was to create a new salary schedule based on recommendations in the Virginia Association of School Superintendent compensation study in order to bring the compensation of PCPS teachers to a competitive level with peer divisions. The 2008 update indicated that the salary schedule was increased at an estimated annual cost of \$1.0 million to become more competitive with surrounding school divisions and to attract/retain highly qualified staff.

The 2007-08 budget document discussed changes to teacher compensation and the unified salary schedule. Excerpts indicated that the budget included:

- over \$3 million of the existing budget has been realigned to enhance the teacher salary schedule;
- starting salary boosted from \$33,508 to \$37,000;
- minimum three percent salary increase for staff paid on the unified salary schedule; and
- two groups targeted to raise starting wage to market level: paraprofessionals and bus drivers.

The 2007-08 budget included funding that addressed salary increases included in this recommendation. The annual cost the division included in the 2007-08 budget for enhancements to the teacher salary schedule was \$3.0 million. This exceeded the \$2.4 million estimated in the 2007 report.

Conclusion: This recommendation has been implemented.

Recommendation 4-12

The 2007 study recommended addressing the division's high percentage of provisionally or conditionally certified teachers and developing an alternative route to the licensure program. At the time, the division's percentage of provisional certified teachers was almost triple the state average.

The consultant on contract from the VDOE for a human resource audit also took charge of teacher hiring in the spring of 2013. The division advertised heavily especially out-of-state and worked with other school divisions. Almost all of the 62 teachers that were hired in the summer of 2013 are fully licensed; the few that are not are primarily in special education.

The division does not have a documented alternative certification program. However, staff indicated that currently only four percent of teachers are provisional and only one percent are conditional. In comparison, VDOE reported a 2012-13 state average of five percent for provisionally certified teachers.

Conclusion: This recommendation has been implemented. With the stronger focus on hiring fully licensed teachers, there has not been a need for an alternative certification program.

Recommendation 4-13

This recommendation addressed the lack of an evaluation procedures manual with accompanying evaluation forms and evaluation schedule for classified personnel. While the division had a manual for professional staff, it did not have one for support staff.

In the Human Resources section of the PCPS website under "Department Forms," there is information about the professional development plan for support personnel. The section discusses the program, the timelines for performing evaluations, and forms to be used. The plan identifies 10 areas for support staff to be evaluated on that includes:

- punctuality;
- judgment;
- responsive to supervisor;
- imitative;
- contact with others/cooperation;
- knowledge of work;
- quality of work;
- efficiency and responsiveness in carrying out duties;
- communication skills; and
- records and reports.

Conclusion: This recommendation has been implemented.

Recommendation 4-14

This recommendation addressed the need to create and implement a division-wide professional development plan for all PCPS employees. The recommendation calls for a professional development needs assessment for all PCPS employees to be conducted by the staff development coordinator with assistance from instruction services staff, principals and supervisors of classified personnel.

A review of the human resources web page did not reveal any information on professional development for the division. The division's employee handbook also does not include any information on professional development. However, interviews with staff in the human resources department indicated that professional development activities are performed throughout the year and the board is kept informed. Some professional development activities occurred during the consulting team's on-site visit, so it is likely true that professional development activities are occurring. Nevertheless, there is not a master calendar for professional development.

Funds for professional development activities are provided from different sources including Title One and Two funds. Professional development for instructional staff is provided based on requests from principals identifying specific teachers and at various times the assistant superintendent for instruction identifies training opportunities and makes suggestions to principals to identify teachers for the training.

There is currently not a written division-wide professional plan for all PCPS employees. The 2008 update indicated at that time this recommendation was complete.

Conclusion: This recommendation was implemented but not sustained.

Exhibit 4-2 Comparison of 2006 estimated savings/costs with actual

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
4-1	\$0	\$0	
4-2	\$0	\$0	
4-3	(\$1,980)	(\$396)	Actual cost as noted in the 2008 update
4-4	(\$4,500)	(\$5,898)	Cost of three fire-rated cabinets
4-5	\$0	\$0	
4-6	(\$3,000)	\$0	No cost identified
4-7	\$0	\$0	
4-8	(\$10,000)	(\$1,655)	Actual cost as noted in the 2008 update
4-9	\$0	\$0	
4-10	(\$135,625)	(\$30,000)	Actual cost as noted in the 2008 update
4-11	(\$12,236,275)	(\$15,000,000)	Five years of the \$3 million increase included in the 2007-08 budget
4-12	\$0	(\$33,000)	Actual cost as noted in the 2008 update
4-13	\$0	\$0	
4-14	(\$1,990,755)	(\$37,191)	Actual cost as noted in the 2008 update

Source: 2007 study and Prismatic, 2013.

Cost of Educational Services Delivery

This section reviews recommendations related to the cost of educational services delivery functions of Petersburg City Public Schools (PCPS). The five areas of the 2007 review were:

- 5.1 Organizational Structure and Administrative Management
- 5.2 Program Evaluation, Student Assessment and Accountability
- 5.3 School Improvement
- 5.4 Federal Programs
- 5.5 Staffing

At the time of the 2007 study, the assistant superintendent for instruction position was vacant. Since the study, there have been four different assistant superintendents for instruction. The current assistant superintendent for instruction has served in the position for approximately eight months.

Exhibit 5-1 details the 2007 recommendations and their current implementation status. Five of the 10 were fully or partially implemented and five are in process.

Exhibit 5-1
Status of Implementation of 2007 recommendations

#	Recommendation	Status
5-1	Reorganize the department of instruction and permanently fill the vacant position of assistant superintendent for instruction	Partially implemented
5-2	Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum	In process
5-3	Develop a policy on program evaluation and strengthen its position as an integral component of the PCPS continuous improvement process	In process
5-4	Investigate the purchase and implementation of the SOL Tracker data reporting software	Implemented
5-5	Follow a consistent school improvement planning process	Implemented
5-6	Examine effective practices and resources that can be collected and disseminated to all school administrators and teachers	In process
5-7	Ensure that all school improvement monitoring instruments are aligned to the characteristics of high-performing and effective schools	In process
5-8	Develop a consolidated application for participation in programs authorized by the <i>No Child Left Behind Act</i>	Implemented
5-9	Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by IDEA 2004 and as directed by the Virginia Department of Education	In process
5-10	Evaluate the feasibility of phasing out up to 50 teaching positions at the secondary level, over the next two years	Implemented

Source: 2007 study and Prismatic, 2013.

Recommendation 5-1

The 2007 study recommended filling the vacant department head position and to make organizational changes within the department. These were detailed in Chapter 2 of the 2007 study, so they are addressed in the same chapter of this report.

Conclusion: Many of the recommended organizational changes were implemented. Others were considered and abandoned, so this recommendation has been partially implemented.

Recommendation 5-2

The original study recommended strengthening the integration of learning strategies and differentiated instruction into the general education curriculum. Due to staff turnover, documents are not available from previous years; however, all three division updates noted the recommendation was implemented. The division has begun the initial steps to strengthen the integration of learning strategies and differentiated instruction into the general education curriculum. More specifically, small group instruction and effective reading block have been identified as non-negotiable for teaching and learning.

In addition, the division has developed a comprehensive plan to address seven priorities to include Priority 2: Increase student achievement at all levels. The plan outlines research-based effective teaching practices to be implemented for training to improve student achievement, including: guided reading, literacy centers, differentiated instruction, cooperative groups, Marzano, Bloom's taxonomy, brain research, blended learning, technical education initiative (TEI), and the integration of technology.

Appendix A details the PCPS Comprehensive Plan to improve student achievement at all levels. The division has also begun the initial steps of implementing differentiated instruction by providing professional development to the faculties and staff across the division. The differentiated instruction professional development was created based on multiple research-based resources. The division is scheduled to complete the initial round of differentiated instruction professional development for all schools by the end of October. The first professional development session on differentiated instruction started with Petersburg High School on October 8, 2013.

According to research, high-quality professional-learning opportunities for teachers have five characteristics:

- aligns with school improvement goals, state and division performance standards and goals, and other professional development activities;
- focuses on core content and modeling of teaching strategies for the content;
- includes opportunities for active learning of new teaching strategies;
- provides the chance for teachers to collaborate; and
- includes follow-up and continuous feedback.

Conclusion: The division has begun implementation by identifying instructional strategies and offering the training to select schools. As the division moves forward, a more detailed plan should be developed with specific timelines, topics,

person(s) responsible, and research-based best practices for high quality professional development.

Recommendation 5-3

The original study recommended that the division develop a policy on program evaluation and strengthen its position as an integral component of the PCPS continuous improvement process. Interviews with PCPS staff and reviews of the policy manual revealed that the division has not yet developed such a policy. More specifically, program evaluation is not an integral component of the PCPS continuous improvement process. Interviews revealed that the division has begun conversations regarding the need to formally evaluate programs. However, program evaluations have not begun.

Program evaluation is critical to the division's continuous improvement process. PCPS must have a systematic process to determine the effectiveness of programs for elimination, duplication, and continuation of services. In addition, program evaluations are needed for assessing the strengths and weaknesses of programs, policies, personnel, products, and the organization to improve their overall effectiveness.

Conclusion: This recommendation is in process. Consequently, program evaluation is not an integral part of PCPS's continuous improvement process. As the division moves forward, a policy on program evaluation should be developed and implemented with fidelity.

Recommendation 5-4

The original study recommended the purchase and implementation of the Standards of Learning (SOL) Tracker data reporting and software. More specifically, the recommendation suggested that the software be capable of providing reports designed to make the collection, organization, and analysis of SOL data user friendly for teachers and administrators. In addition, interviews with PCPS staff and division documentation revealed that select schools use another resource for analyzing data entitled *Datacation*. This resource allows the schools to review multiple sources of data such as achievement, demographics, and process.

Interviews also revealed that the division has been implementing the Students of Learning Assessment Resource (SOLAR) System in all schools for the last six years, beginning in 2006-07. In addition, training records indicated that faculties and staff were trained sporadically over the last six years. However, the division discontinued the use of SOLAR in 2013-14, and purchased Interactive Achievement. Both systems allow for the collection, organization, and analysis of data. **Exhibit 5-2** details the capability of the two programs as it relates to analyzing SOL data.

Exhibit 5-2
Comparison of SOLAR and Interactive Achievement

Program Capabilities	SOLAR	Interactive Achievement
Test Bank Aligned with SOL Objectives	Yes	Yes
Teacher Access to Test Bank	Yes	Yes
Paper/Pencil Assessments	Yes	Yes
Online Assessments	Yes	Yes
Technology Enhance Items	No	Yes
iTest Application for Tablets	No	Yes
Built-in Answer Sheets	No	Yes
Regular Data Integration	No	Yes
Creation of Test Questions to Test Bank by End Users	No	Yes
Generation of Reports (Division-School-Teacher-Student Levels)	Yes	Yes
Professional Development	Yes	Yes
Teachers' Perceptions of User Friendly	No	Yes
Associated Cost	\$24,000	\$57,795

Source: Petersburg City Public Schools, Testing and Assessment, 2013.

Conclusion: This recommendation has been implemented.

Recommendation 5-5

The original study recommended that the division follow a consistent school improvement planning process. More specifically, the 2007 study indicated that the school improvement plans were lacking the following requirements:

- an annual measurable goal and objective;
- a strategy for accomplishing the goal and objective;
- action steps to be taken;
- persons responsible;
- persons involved;
- resources needed;
- timelines; and
- monitoring.

In 2008, the division started using *Indistar*, a web-based tool to assist schools in the school improvement planning process. The tool allows school and district level administrators to effectively plan and monitor the implementation of the plan while documenting the progress towards accomplishing the improvement indicators. The division conducts monthly alternate governance meetings to monitor progress towards goals with each school level principal, collaborate regarding best practices, and provide written feedback as necessary.

Conclusion: This recommendation has been implemented.

Recommendation 5-6

The 2007 study recommended that the division examine effective practices and resources that can be collected and disseminated to all school administrators and teachers. The study noted coordination and documentation of resources as necessary. The division has begun the initial steps of documenting and disseminating effective practices across the division. There are several communications modes used to disseminate the research-based best practices to teachers and administrators such as monthly principal professional development sessions, monthly alternate governance meetings, bi-weekly meetings, and district-delivered professional development sessions. In addition, the division held a four-day Administrators' Institute in July of 2013, which provided the administrators with specific written non-negotiable best practices for 2013-14 implementation (**Appendix B**).

Conclusion: The division has begun the initial steps to documenting and disseminating effective practices and resources. Moving forward, the division should coordinate its efforts with all departments and content specialists to ensure that all parties are supporting a shared set of research-based best practices and strategies.

Recommendation 5-7

The 2007 study recommended aligning all school improvement monitoring instruments to the characteristics of high-performing and effective schools. More specifically, it was recommended that the division utilize a comprehensive approach for monitoring and decision making based on the research of high performing and effective schools.

In January 2013, the superintendent unveiled his Seven-Point Priority Plan. This plan serves as the shared direction for the division. Research indicates that high performing schools have a clear and shared focus with high expectations. The PCPS plan is aligned to research-based on the characteristics of high performing and effective schools such as clear objectives, high expectations, shared direction, focused professional development, frequent monitoring and assessing, effective communication, effective leadership, community and parental involvement, and frequent monitoring of classroom instruction.

In 2009, the division adopted a software program, PD 360, for monitoring classroom instruction. PD 360 allows administrators to pull from a compilation of research-based best practices to support teacher improvement, based on the data collected during classroom observations. Based on interviews and reviews of documentation, PD 360 provides the content, tools, and resources needed to improve instructional practices. In addition, the PD 360 observation tool allows both school and division leaders to monitor school improvement based on the performance standards established by the Virginia Department of Education.

Exhibit 5-3 lists the performance standards used to monitor school improvement and classroom instruction.

Exhibit 5-3

Administrator and teacher performance standards used to monitor schools

Administrative Performance Standards	Teacher Performance Standards
<p>1. Instructional Leadership: The administrator fosters the success of all students by facilitating the development, communication, implementation, and evaluation of a shared vision of teaching and learning that leads to student academic progress and school improvement.</p>	<p>1: Professional Knowledge The teacher demonstrates an understanding of the curriculum, subject content, and the developmental needs of students by providing relevant learning experiences.</p>
<p>2. School Climate: The administrator fosters the success of all students by developing, advocating, and sustaining an academically rigorous, positive, and safe school climate for all stakeholders.</p>	<p>2: Instructional Planning The teacher plans using the Virginia Standards of Learning, the school's curriculum, effective strategies, resources, and data to meet the needs of all students.</p>
<p>3. Human Resources Management: The administrator fosters effective human resources management by assisting with selection and induction, and by supporting, evaluating, and retaining of quality instructional and support personnel.</p>	<p>3: Instructional Delivery The teacher effectively engages students in learning by using a variety of instructional strategies in order to meet individual learning needs.</p>
<p>4. Organizational Management: The administrator fosters the success of all students by supporting, managing, and overseeing the school's organization, operation, and use of resources.</p>	<p>4. Assessment of and for Student Learning: The teacher systematically gathers, analyzes, and uses all relevant data to measure student academic progress, guide instructional content and delivery methods, and provide timely feedback to both students and parents throughout the school year.</p>
<p>5. School and Community Relations: The administrator fosters the success of all students by communicating and collaborating effectively with stakeholders.</p>	<p>5: Learning Environment The teacher uses resources, routines, and procedures to provide a respectful, positive, safe, student-centered environment that is conducive to learning.</p>
<p>6. Professionalism: The administrator fosters the success of all students by demonstrating professional standards and ethics, engaging in continuous professional development, and contributing to the profession.</p>	<p>6: Professionalism The teacher maintains a commitment to professional ethics, communicates effectively, and takes responsibility for and participates in professional growth that results in enhanced student learning.</p>
<p>7. Student Academic Progress/Support: The administrator's leadership results in acceptable, measurable student academic progress based on established standards.</p>	<p>7: Student Academic Progress The work of the teacher results in acceptable, measurable, and appropriate student academic progress.</p>

Source: PCPS Instruction Department, October 2013.

Conclusion: The division has begun the initial steps to ensure that school improvement instrumentations are aligned to the characteristics of high performing and

effective schools. However, the monitoring instruments must be used regularly and consistently, with immediate actions based on the results. As the division moves forward, a systematic approach to using the instruments must be developed and implemented with a shared focus.

Recommendation 5-8

The original study recommended that the division develop a consolidated application for participation in the programs authorized by the *No Child Left Behind Act*. The consolidated application was completed in 2006-07 and continued to the present. In addition, interviews revealed that multiple sources of information were gathered to ensure a comprehensive approach to coordinating the multiple entitlement programs.

Conclusion: This recommendation has been implemented.

Recommendation 5-9

The 2007 study recommended developing activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities as required by the *Individuals with Disabilities Education Act* and as directed by Virginia Department of Education. This recommendation consisted of conducting systematic progress monitoring of special education students' academic and social performance. PCPS has begun the initial steps of frequently collecting achievement data and discussing the results in various forums with administrators.

However, systematic monitoring has not occurred. The consulting team found that the division has not developed a systematic process to track interventions and use the data to make educational decisions based on students' academic and/or social performance. Moreover, response to intervention has not become an integral part of the monitoring process for special education students.

According to the National Center on Response to Intervention, progress monitoring is critical to improving student outcomes. For a systematic approach, the system must include data based decision making and a multi-level prevention system.

Conclusion: The division has begun the initial steps of progress monitoring by frequently collecting data and reviewing each school's progress. Moving forward, PCPS should develop specific professional development that focuses on progress monitoring and a systematic process for monitoring special education students' performance on a regular basis.

Recommendation 5-10

Citing Virginia Standards of Quality (SOQ) in effect at that time, the 2007 study found the division to be overstaffed at the secondary level and recommended the elimination of as many as 50 teaching positions over a two-year period. At the time, the SOQ indicated minimum classroom teacher staffing to be 1:24. The 2008 update indicated that this recommendation was implemented with the elimination of 19 secondary instructional staff, accomplished at least partly through the reconfiguration of the previous two middle schools into one middle school for grades 6 and 7 and a junior high school for grades 8 and 9.

The current SOQ requires secondary classroom teacher staffing at a ratio of 1:21. Had this been in effect in 2006, the original study calculation would have changed from needing 50 fewer teachers to needing only 38 fewer. It should also be noted that the SOQ should be considered minimums, not absolute maximums. It is permissible for Virginia divisions to choose to have richer staffing, depending on student needs.

In 2012-13, PCPS had enrollment of 1,379 in grades 8 through 12. The SOQ indicates a need for a minimum of 66 secondary teachers; Petersburg had 165. The division's ratio of 9.35 students per teacher was lower than the statewide average of 12.23. However, it was not the lowest; 22 other Virginia divisions had lower ratios.

In 2013-14, PCPS has an enrollment of 2,017 in grades 6 through 12. The SOQ indicated a need for a minimum of 96 secondary teachers for this larger grade span. The division's employee database indicates 134 secondary teachers (excluding special education and resource teachers).

Conclusion: This recommendation was partially implemented in 2008. Moving forward, division leaders should continue to assess teaching loads and scheduling at the secondary level to ensure that student: teacher ratios are appropriate.

**Exhibit 5-4
Comparison of 2006 estimated savings/costs with actual**

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
5-1	\$0	\$0	
5-2	\$0	\$0	
5-3	\$0	\$0	
5-4	(\$6,900)	(\$57,795)	New system purchased in 2013
5-5	\$0	\$0	
5-6	\$0	\$0	
5-7	\$0	\$0	
5-8	\$0	\$0	
5-9	\$0	\$0	
5-10	\$11,397,510	\$6,000,000	Actual savings as reported in the 2008 update

Source: 2007 study and Prismatic, 2013.

- 6.1 Efficiency and Effectiveness of the Transportation System
- 6.2 Vehicle Acquisition and Maintenance
- 6.3 Technology Supporting the Transportation Function

Between 2006 and 2013, the division has had four managers in the transportation department. One departed the division in 2007, another in 2012, and a third in early 2013. The current transportation manager began working in the division in February 2013. All of the mechanics have been with the division since before the 2007 study.

Exhibit 6-1 details the 2007 recommendations and their current implementation status. Of the 13, four have been implemented, three were implemented by substitute, four were implemented but not sustained, and two are in process.

Exhibit 6-1
Status of implementation of 2007 recommendations

#	Recommendation	Status
6-1	Hire a part-time/substitute driver for 20-hours per week with benefits to ensure other full-time positions are available to perform the duties for which they were hired	Implemented by substitute
6-2	Train the transportation department secretary to ensure competent and effective backup staff for the EDULOG routing and scheduling system	Implemented but not sustained
6-3	Modify current policy that requires annual performance evaluations so that evaluations are required only for truly outstanding or unsatisfactory performance	Implemented but not sustained
6-4	Improve Star Base and EDULOG interface	Implemented but not sustained
6-5	Review school plans for a crisis management plan and conduct necessary training or orientation	Implemented
6-6	Continue with current arrangement of three full-time mechanics and the mechanic supervisor performing vehicle maintenance and repair demands in PCPS and implement policy to conduct a yearly review of mechanic to vehicle ratios	Implemented
6-7	Encourage mechanics to achieve Automotive Service Excellence (ASE) certification and make ASE certification a condition for mechanics seeking employment in PCPS	In process
6-8	Establish a 12-year bus replacement policy	Implemented but not sustained
6-9	Eliminate excess spare buses from the inventory including the 15 buses currently stored	Implemented

Exhibit 6-1 (continued)
Status of implementation of 2007 recommendations

#	Recommendation	Status
6-10	Implement the automated Fleet Pro and develop the fleet management vehicle maintenance information system and performance indicators to more effectively manage the fleet	In process
6-11	Hire automated computer-based administration, parts and maintenance system clerk who would also be responsible for Fleet Pro	Implemented by substitute
6-12	Hire and train a full-time EDULOG administrator to have primary responsibility for the automated system and improve bus capacity by reducing a minimum of four buses from the fleet inventory	Implemented by substitute
6-13	Counsel supervisory personnel on the importance of enforcing shop safety and take advantage of safety technology to ensure a continuous shop safety program	Implemented

Source: 2007 study and Prismatic, 2013.

Recommendation 6-1

The initial study found that many members of the transportation department were being pulled from their primary duties to serve as substitute bus drivers. The transportation manager and mechanics were estimated to be working a combined 20.5 hours per week as bus drivers, which reduced the time available for their primary responsibilities. The study recommended hiring a permanent substitute driver to address the problem. Although no substitute driver was specifically hired to implement this recommendation, the department now has sufficient substitute drivers available so that other staff do not have to substitute.

The 2008 fiscal impact update noted that several bus routes were eliminated, which reduced the overall need for drivers and consequently the need for substitute drivers. The current transportation manager has prioritized finding sufficient drivers so that neither he nor the mechanics are pulled from their primary duties to serve as substitute drivers. He noted that he has held driver interviews every month since starting in his position in order to have a sufficient pool of qualified drivers available for work.

Conclusion: The division has fully addressed the root problem this recommendation addressed. The division is now avoiding an estimated \$13,700 annual cost in lost managerial/mechanic productivity (as calculated in 2006).

Recommendation 6-2

The two-year update to the initial study noted that training was in process at the time in order to provide sufficient staff backup on EDULOG, a transportation routing and management system. The current transportation manager confirmed that the department secretary and dispatcher were both trained in EDULOG. Since that time, EDULOG has been seldomly used and the transportation manager recently began researching alternative systems.

Conclusion: The division implemented this recommendation but later largely abandoned use of EDULOG. The department manager is seeking a replacement transportation system.

Recommendation 6-3

The one- and two-year updates indicated that this recommendation, to modify the driver evaluation process so that evaluations were only required for truly outstanding or unsatisfactory performance, had been completed. Given the turnover in the department's manager position (as well as turnover in the human resources department), it was not possible to determine for how long the recommendation was implemented.

The current transportation manager considered this recommendation but did not implement. The Code of Virginia (8VA20-70-400) states, "Each school and activity bus driver shall be evaluated by the transportation director or designee at least once each year. The results of the evaluation shall be discussed with the driver and included in the driver's personnel file."

Conclusion: This recommendation was implemented but not sustained.

Recommendation 6-4

According to the six-month update, the recommendation to improve the interface between Star Base (a student information system) and EDULOG (a transportation routing and management system) was completed at a cost of \$8,226. When the current transportation manager arrived to the department last year, he found that department staff was rarely using the EDULOG system, finding it too cumbersome and lacking full updating abilities. The manager informed the consulting team that he is currently researching alternative systems.

In addition, the division this year abandoned the Star Base platform and implemented PowerSchool in its place. Future transportation systems will need to interface with PowerSchool.

Conclusion: The division implemented this recommendation but has since moved to a new student information system and is seeking a replacement transportation system.

Recommendation 6-5

The recommendation to review crisis management plans as they relate to transportation functions was noted as complete in the one- and two-year updates. Emergency preparedness remains a focus for the transportation department. The week of the consulting team's visit, the department was conducting crisis management training for the division's early elementary students.

The overall updated division crisis plan was presented as an information item to the school board on August 21, 2013. Although it includes a mention of the role of the transportation department in evacuations it does not include specific evacuation procedures using the bus fleet such as:

- a count of the number of buses (including lifts) needed to evacuate the entire school population;
- how many buses are routinely available at various points in the school day so that emergency responders can estimate how quickly an evacuation of a particular PCPS school can be accomplished;
- the primary and alternate routes buses will use on evacuations;

- the primary and alternate evacuation sites for each school;
- how accountability of students will maintained and communicated; and
- the parent-child reunification procedures once students have been evacuated.

Conclusion: This recommendation has been implemented. Moving forward, the transportation manager should develop and test a school evacuation plan.

Recommendation 6-6

The number of mechanic positions has remained unchanged since the 2007 study. It should be noted that the initial study listed a position with responsibilities of “service aide/night watchman” as a mechanic; this position is not considered a mechanic position by the current transportation manager. Other than occasionally fueling buses in preparation for the next day’s trips, this position does not have mechanic duties.

Conclusion: The division has implemented this recommendation. As the total fleet has been reduced from 46 operational buses in 2006 to the current 43 buses, the transportation manager should continue to review annually mechanic workloads for future potential efficiencies.

Recommendation 6-7

The initial study recommended that the division encourage the bus mechanics to pursue Automotive Service Excellence (ASE) certification and make ASE certification a condition of employment for new hires. The implementation strategy that accompanied the recommendation noted that the division should provide the funding for all needed training.

The current transportation manager noted that the mechanics are encouraged to seek out training, but the division has not historically provided funding for any training, including that which would lead to ASE certification. Over the years, the mechanics have obtained training on their own time and at their own expense, but none has achieved ASE certification in that manner yet. As there has been no turnover among the mechanic staff, the second portion of the recommendation pertaining to new hires has not yet been necessary.

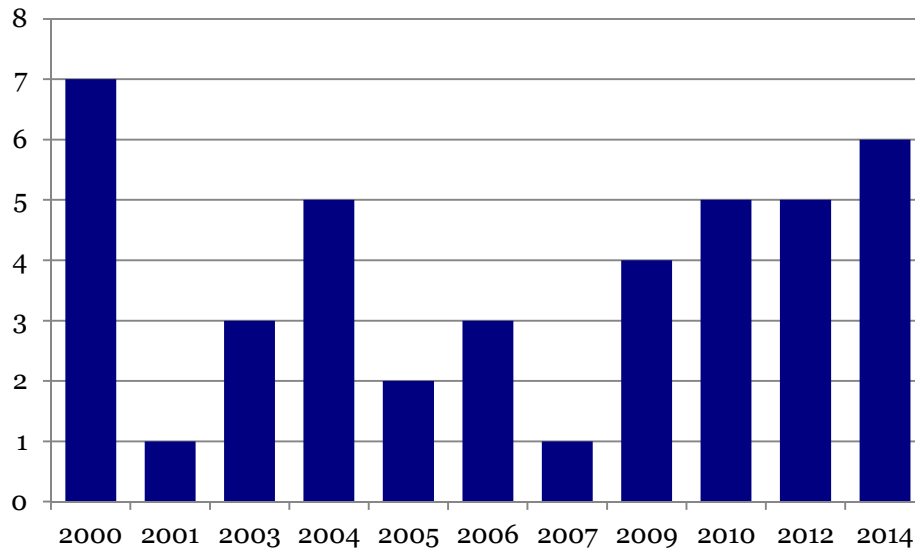
Conclusion: This recommendation is still in process. A key portion of this recommendation was that the division would provide funding for mechanic training. Moving forward, the transportation manager should request division funding for ongoing training of the mechanics.

Recommendation 6-8

The department adopted the recommended 12-year bus replacement policy. Both the one- and two-year updates to the original study indicated this recommendation had been implemented. However, the current PCPS policy manual does not have a board-adopted bus replacement policy. The current transportation manager is using a 15-year replacement cycle, which is in accord with VDOE guidelines as of the 2010-12 Biennium Budget.

As shown in **Exhibit 6-2**, none of the division’s 42 route or spare buses is older than 15 years. Although the number of buses purchased have not been equal each year, it has been more consistent in recent years.

**Exhibit 6-2
Distribution of PCPS buses by model year**



Source: Created by Prismatic from Transportation Department Records, October 2013.

Conclusion: According to the update reports, this recommendation was initially implemented. However, the division is currently operating from a 15-year rather than a 12-year replacement cycle.

Recommendation 6-9

The initial study found an excessive number of buses in the division, including 15 buses that should have been declared scrap and auctioned and three operational buses available as spares beyond the four needed. The study recommended the sale of 18 buses, which would have resulted in no scrap buses on-site and the continued maintenance of just four spare buses (approximately 10 percent of the 39 daily routes). The six-month update indicated older buses were sold at a public auction in March 2007, generating \$5,057 in sale income. The 2008 fiscal impact update included an estimate of \$21,600 in maintenance savings.

As of October 2013, there were seven buses on the lot awaiting disposal. The one that has been awaiting disposal the longest is being retained as evidence in ongoing litigation; it has been awaiting disposal for approximately 18 months. Beyond that, the division currently has 42 operational route buses to cover 36 daily routes. At a 10 percent spare level, this would indicate an excess of two route buses. However, the transportation manager noted that all buses are in daily use once extra-curricular and co-curricular transportation needs are considered.

Conclusion: This recommendation has been implemented.

Recommendation 6-10

The 2007 study recommended use of Fleet Pro, which is a component of the EDULOG system. In 2006, the division already had Fleet Pro in house, but it was not being used. The current transportation manager confirmed that the department secretary and dispatcher were trained in Fleet Pro but that it was never fully implemented. The two-year update noted

that Fleet Pro was malfunctioning. At that time, the division was researching potentially necessary hardware updates.

The department secretary currently handles parts and maintenance support work with an informal, partially manual system. The transportation manager is researching alternatives to the total EDULOG system, and will require the new system to have fleet management tools.

Conclusion: The division is considering their options for implementing this recommendation with a substitute by researching alternatives to the EDULOG system that will have fleet management tools.

Recommendation 6-11

The initial study reported a need for a full-time maintenance and parts clerk. Six months after the study, the division indicated it had considered but abandoned the recommendation. The two-year update noted that the department secretary had been trained to handle this responsibility, at a cost of \$28,800.⁴ Currently, the department is not using Fleet Pro and is researching alternative systems.

The department maintains only a minimal level of parts inventory because parts are readily available in the local area, as well as to avoid stocking parts that become obsolete waiting on the shelf. The mechanic supervisor indicated that he completes the annual inventory by himself in less than two weeks, also indicative of a low number of parts in stock overall.

Conclusion: The division implemented this recommendation through a substitute action.

Recommendation 6-12

The initial study reported a need for a full-time EDULOG administrator, which would lead to a reduction in routes and concomitant reduction in the bus fleet. Six months after the study, the division indicated it had considered but abandoned the recommendation. The two-year update noted that the department secretary had been trained to handle this responsibility, at a cost of \$25,052,⁵ but that a fleet reduction had not yet taken place. Currently, the department is not using EDULOG and is researching alternative systems. Based on VDOE data, in 2006-07, the division operated 39 routes (29 regular, 10 exclusive). In 2011-12, the division operated only 36 routes (27 regular, nine exclusive).

Conclusion: The division implemented this recommendation through a substitute action.

Recommendation 6-13

The 2007 study faulted the transportation department for not maintaining a clean and safe work area and noted that smoking was taking place in areas where buses were being serviced. The one- and two-year updates found that this recommendation had been implemented. The consulting team reviewed the current status of the transportation shop and found it to be in satisfactory condition in regards to cleanliness and safety practices (**Exhibit 6-3**). In addition, the transportation manager holds regular meetings on safety issues and works to ensure that all OSHA regulations are followed.

⁴ The two-year update did not provide a cost basis for this figure.

⁵ The two-year update did not provide a cost basis for this figure.

**Exhibit 6-3
PCPS transportation shop area**



Source: Prismatic, October 2013.

Conclusion: This recommendation has been implemented.

**Exhibit 6-4
Comparison of 2006 estimated savings/costs with actual**

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
6-1	(\$21,390) ⁶	\$0	From 2013 on, the division should avoid \$13,700 in lost manager/mechanic time.
6-2	\$0	\$0	
6-3	\$0	\$0	
6-4	\$0	\$0	
6-5	(\$5,000)	\$0	Plans were updated internally at no cost.
6-6	\$0	\$0	
6-7	\$0	\$0	
6-8	(\$630,000)	Unknown	
6-9	\$48,600	\$5,057	The two-year update estimated \$21,600 in maintenance savings that could not be verified with existing documentation.
6-10	\$0	\$0	
6-11	(\$182,400)	(\$28,800)	
6-12	\$280,000	(\$25,052)	
6-13	\$0	\$0	

Source: 2007 study and Prismatic, 2013.

⁶ Calculated as the cost for a substitute driver, with 35% benefits, less the estimated \$13,700 spent on salaries for higher-paid positions that were then providing substitute driver services.

Technology Management

This section reviews recommendations related to the technology management functions of PCPS. The four areas of the 2007 review were:

- 7.1 Technology Planning and Policies
- 7.2 Software and Hardware
- 7.3 Position Descriptions and Staff Development
- 7.4 Communications

The technology department has had four directors since the 2007 study. The current department head began working in the division in 2009 as a senior network analyst and became the director in July 2012.

Exhibit 7-1 details the 2007 recommendations and their current implementation status. As shown, 11 recommendations have been implemented or are in process. Two were implemented but not sustained.

Exhibit 7-1
Status of implementation of 2007 recommendations

#	Recommendation	Status
7-1	Update and modify the school division long-term technology plan using a technology committee	Implemented
7-2	Develop and seek board approval for technology-related policies	Implemented
7-3	Develop written procedures for all functions within the department of technology	In process
7-4	Create and implement a formal technology user agreement process for Petersburg Public Schools	Implemented
7-5	Require the use of technology for communication and other daily operations by division and school administration and instructional staff	In process
7-6	Create and test a written disaster recovery plan and coordinate routine tape back-ups for off-site storage	In process
7-7	Purchase and set up computers for student use	Implemented
7-8	Require that the PCPS Office of Technology approve all software and hardware purchases by schools and departments prior to the issue of a purchase order	Implemented
7-9	Update and enhance the PCPS Web site	In process
7-10	Clean and maintain a clutter-free server room	Implemented
7-11	Create and implement a system to track staff development as it relates to technology	Implemented but not sustained
7-12	Establish a School Board policy that will identify the criteria for issuance of a cellular phone to school division employees	Implemented but not sustained
7-13	Eliminate 50 percent of the current 82 cellular phones issued by PCPS.	In process

Source: 2007 study and Prismatic, 2013.

Recommendation 7-1

The initial study recommended the updating and modification of the division's then-outdated technology plan using a technology committee. The recommendation included a list of 18 items considered essential to a sound long-term plan. The one-year update indicated that PCPS had successfully updated its plan; the two-year update concurred.

The current technology plan spans 2011 through 2015. It was approved in 2011 by VDOE, which found it to be in full alignment with the Virginia Educational Technology Plan and in compliance with the requirements for E-Rate funding. It was created via the recommended technology committee approach (with 24 committee members) and included elements that respond to all 18 items listed as essential in the initial study. The technology director stated that the division is doing well in compliance with the plan, including the installation of significant infrastructure upgrades and fielding of wireless capabilities in all schools.

Conclusion: This recommendation has been implemented.

Recommendation 7-2

The division has a wide breadth of updated technology-related policies:

- Acceptable Computer System Use – updated 2010;
- Internet Privacy – updated 2009;
- Online Courses and Virtual School Programs – updated 2012;
- Safety Education – updated 2008;
- Search and Seizure – updated 2008;
- Student Use of the Internet – updated;
- Prohibition Against Harassment and Retaliation – updated 2013; and
- Use of Social Networking Sites by Employees – initially adopted 2013.

Conclusion: This recommendation has been implemented.

Recommendation 7-3

The one- and two-year updates to the initial study found the division to be in the process of developing written procedures for functions within the technology department. Unfortunately, the current technology director was not provided with any files from the previous directors to continue this work and is beginning the process from scratch.

Conclusion: This recommendation is still in process.

Recommendation 7-4

In addition to the board policy on acceptable computer system use by staff members, each PCPS employee signs in agreement with that policy upon being hired or renewed each year. The human resources department maintains copies of those agreements.

Employees who are issued an iPad or laptop sign an additional agreement that includes using the device only for division business, not loaning it to anyone, and understanding that

the division may monitor usage, including email and internet downloads, without prior notice. The human resources department also maintains copies of these agreements.

Conclusion: This recommendation has been implemented.

Recommendation 7-5

The initial study found that PCPS was not routinely maximizing the technology tools it had to increase staff efficiency. At that time, it was found that some staff members were still compiling data manually and that central administration was not encouraging technology use.

The one- and two-year updates indicated that the division spent \$35,000 for an email system and an automatic messaging system (*AlertNow*) that reduced the need for mass mailings and memo printing. Even though the technology director stated that using the technology available is still not maximized, it is likely improved since 2006. Some teachers are avoiding the use of classroom administrative tools and ask school-level clerks to complete such routine tasks as inputting attendance records for students. Although it is available, administrative staff does not routinely use technology tools to perform such tasks as reserving conference rooms.

Conclusion: This recommendation is still in process. It would improve implementation if the division established explicit expectations for what tasks should only be completed using available technology.

Recommendation 7-6

Although the one- and two-year updates noted that this recommendation was in process, the division currently lacks a formal, written disaster recovery plan. The two-year update indicated that a written disaster plan had been developed, but a copy could not be located for this current study. In addition, a test of the system has not yet taken place, which was also recommended.

Rather than the tape back-ups recommended in 2006, PCPS is doing disk-based back-ups on a daily basis for its student information system, human resources data, and financial data. Email is fully backed up once a week and incremental back-ups are done daily. The technology director is reviewing options to move the division toward virtualization and/or cloud-based storage. Both would likely provide greater ability to quickly recover from a data loss incident than the division currently has.

Conclusion: This recommendation is still in process. Moving forward, the division needs to develop a written back-up plan and test it thoroughly.

Recommendation 7-7

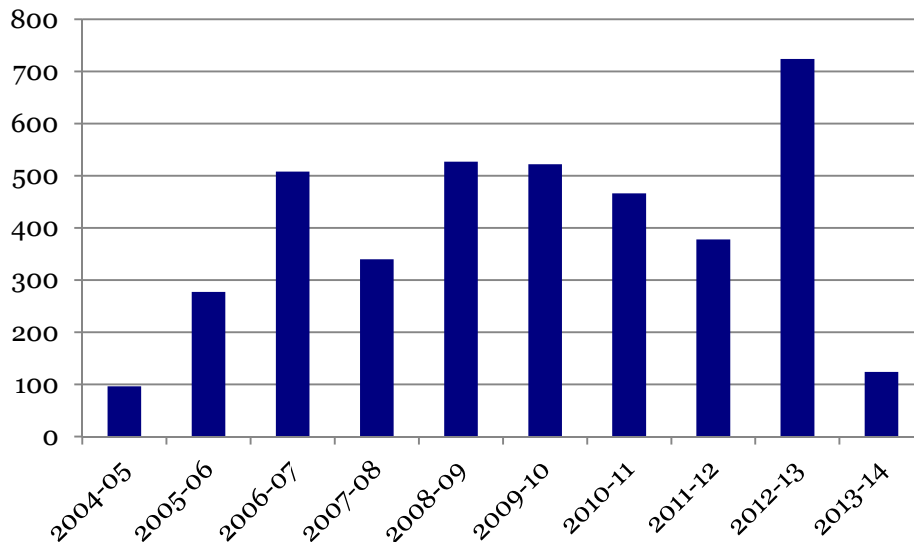
The initial study noted a lack of computers available for student use. At that time, there was calculated to be just one computer for every seven students. It was recommended that the division purchase an additional 305 computers.

The division has significantly exceeded this mark, resulting in a much better computer to student ratio. Since 2007-08, PCPS has spent \$2.67 million on new student computers.

Exhibit 7-2 provides the pattern of purchases and shows that the division is wisely making

sizeable purchases each year, rather than purchasing irregularly. Records show these purchases were for both laptop and desktop models.

**Exhibit 7-2
PCPS student computer purchases by year**



Source: Technology Department, October 2013.

The division does not have an adopted computer replacement cycle, so it is uncertain how many computers were removed from service each year due to breakdown or obsolescence. Assuming a fairly modest rate of removing 15 percent of computers on hand each year, the division achieved a student: computer ratio of 2:1 in 2009-10 and is likely below that mark currently.

Conclusion: This recommendation has been implemented.

Recommendation 7-8

The recommendation to require the technology department to approve all software and hardware purchases was noted as implemented in all three previous updates and has been sustained. The current technology director affirmed that the process is still in place and working well. When a school submits a requisition for any technology, it is forwarded to him for review and approval. If the request is a nonstandard item or outside the goals of the division, he will deny it and the school cannot complete the purchase. For example, sometimes a school will request an individual printer. The division is moving to zone printers rather than printers attached to individual computers, so this request would be denied.

Conclusion: This recommendation has been implemented.

Recommendation 7-9

This recommendation to update and enhance the PCPS website included five major items and six suggested items for upgrading. As of October 1, 2013, the website included information that met the recommendation in four of the five major items and two of the six

suggested items. The website does not include attendance zones/maps (a major item). It also does not include curriculum and standards information, email addresses for most teachers, links to teacher and extra-curricular pages, or a feedback link for website visitors (all suggested items). In some cases, the teacher and extra-curricular pages exist, but there is no content included.

Conclusion: This recommendation is still in process. The division has a webmaster and the schools have staff members assigned to school page upkeep.

Recommendation 7-10

The initial study found a clutter-filled server room at the division's high school that was to the point of constituting a potential fire hazard. The one- and two-year updates noted that this recommendation had been implemented. The consulting team reviewed the current status of the server room and found it to be in satisfactory condition (**Exhibit 7-3**).

Exhibit 7-3 PCPS Server Room in High School



Source: Prismatic, October 2013.

Conclusion: This recommendation has been implemented.

Recommendation 7-11

This recommendation to implement a system to track staff development as it relates to technology appears to have been implemented but not sustained. The one- and two-year updates noted the recommendation as complete. The division's technology plan includes a January 2011 assessment of teacher technical competencies in six areas, broken down by school, which indicates efforts track progress.

However, the current technology director and the VDOE representative assigned to the human resources department told the consulting team that no staff development is currently being completed, at least as it was recommended in the 2007 study. The school-level instructional technology resource teachers (ITRTs) have a responsibility to provide some

technology training to school-based staff, as it relates to instruction. There does not appear to be any central cataloging of that training.

Conclusion: This recommendation appears to have been implemented but not sustained. Moving forward, the division should consider first developing expectations as to how staff members should be using technology and what technology competencies they should have. The International Society for Technology in Education (ISTE)⁷ has developed standards for what students, teachers, and administrators should know and demonstrate in regards to technology.

Recommendation 7-12

This recommendation was for the adoption of a board policy that identifies positions that should be provided a cell phone for business use and the creation of accordant procedures. The one- and two-year study updates noted that this recommendation had been implemented. The current board policies manual does not include a policy on cell phone allocations. Those employees now issued division cell phones must sign an agreement regarding proper use and return, so a portion of this recommendation remains implemented.

Conclusion: This recommendation was implemented but not sustained. Moving forward, and based on current low levels of usage among many staff members assigned a cell phone, the division should re-adopt an explicit policy as to which positions are provided cell phones.

Recommendation 7-13

The one- and two-year updates noted that the division had eliminated 24 cell phones for an annual savings of \$10,398. The original recommendation was for the elimination of 41 cell phones, which would generate an estimated annual savings of \$17,928. Currently, the division pays for 51 active cell phone lines, which is more than the recommended final figure of 41. The current 51 cell phones include 15 that were completely unused in the month of September 2013 (zero talking minutes, no texts, no data downloads). In that same month, the average number of talking minutes per line was only 174 minutes. The most used phone accumulated 956 talking minutes.

The division does not maintain an updated list of cell phones and assignments. Comparing the September 2013 bill with the official list of assigned phones, there are 13 lines on the bill that do not appear on the assigned list. Further, there are 56 phones assigned on the official list, but only 54 of those appear on the actual bill.

Moreover, with the changes in cell phone costs since the original study, the approximate annual cost is \$31,988 (based on the September 2013 bill) for the current 51 lines. Using this as the cost basis, ending the using of an additional 10 lines (to bring the division to the originally recommended 41), would save approximately \$6,272 per year. Based on the same current costs, the division's work in reducing from 82 to 51 cell phones has saved approximately \$19,444 per year.

⁷ www.iste.org

Conclusion: This recommendation is still in process. With the policy recommended in 7-12, the division would likely be able to reduce the number of assigned cell phones below even the initially recommended level of 41.

**Exhibit 7-4
Comparison of 2006 estimated savings/costs with actual**

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
7-1	\$0	\$0	
7-2	\$0	\$0	
7-3	\$0	\$0	
7-4	\$0	\$0	
7-5	\$0	(\$35,000)	The cost was provided in prior update studies and was for the purchase of email and messaging systems.
7-6	(\$65,000)	\$0	The initial cost was for a one-time test of its disaster recovery plan. It does not appear that this testing ever occurred.
7-7	(\$274,500)	(\$2,248,741)	Between 2008-09 and 2012-13, the division purchased 2,617 new computers, well beyond the modest 305 recommended in the initial study.
7-8	\$0	\$150,000	The savings was provided in prior update studies and was the cost avoided by negotiating a lower bulk price for technology purchases.
7-9	(\$35,000)	\$0	Website updates made by division employees.
7-10	\$0	\$0	
7-11	\$0	\$0	
7-12	\$0	\$0	
7-13	\$89,640	\$97,220	Although the actual cost savings were likely greater than initially estimated, the division has not yet achieved the 50 percent reduction in cell phones recommended.

Source: 2007 study and Prismatic, 2013.

Facilities Use and Management

This section reviews recommendations related to the cost of facilities use and management functions of PCPS. The five areas of the 2007 review were:

- 8.1 Organizational Structure
- 8.2 Capital Planning and Facilities Use
- 8.3 Maintenance Services
- 8.4 Custodial Services
- 8.5 Energy Management and Community Use of Facilities

Exhibit 8-1 details the 2007 recommendations and their current implementation status. Six of the nine recommendations have been fully implemented. Two have been partially implemented. One was considered and abandoned.

**Exhibit 8-1
Status of implementation of 2007 recommendations**

#	Recommendation	Status
8-1	Accelerate the consolidation plan through full implementation by the fall of 2007	Considered and abandoned
8-2	Conduct a physical assessment of all PCPS facilities	Partially implemented
8-3	Conduct an educational suitability assessment of all school division buildings	Partially implemented
8-4	Close the existing warehouse immediately and redistribute stored food products and office supplies to division schools	Implemented
8-5	Establish a timeline to deploy the software for the maintenance department to create a comprehensive preventive maintenance program	Implemented
8-6	Reduce the present custodial staffing levels in alignment with the implementation of the school closure plan	Implemented
8-7	Develop standards for custodial services that are consistent with Association of Physical Plant Administrators (APPA) standards	Implemented
8-8	Implement an ongoing staff development program for custodial personnel	Implemented
8-9	Adopt a board policy that governs the rental of school facilities	Implemented

Source: 2007 study and Prismatic, 2013.

Recommendation 8-1

This recommendation to accelerate the consolidation plan through full accomplishment by the fall of 2007 was not implemented. Instead, PCPS completed the planned consolidation according to its already established schedule. According to documentation received from PCPS, the building consolidation was mostly complete by the fall of 2009. Additional actions to expand Walnut Hill and Robert E. Lee Elementary Schools extended past 2009.

Based on on-site visits and document review, the consulting team verified:

- Phase I - 2006 - Virginia Avenue Elementary School converted to Virginia Avenue Early Childhood Development Center and its elementary students went to A.P. Hill and Walnut Hill Elementary Schools.
- Phase II – 2007
 - Westview Elementary School closed and underwent remodeling to become the Westview Early Childhood Development Center. Westview elementary students transferred to A.P. Hill and J.E.B. Stuart Elementary Schools.
 - Virginia Avenue ECDC closed and its students went to the newly created Westview ECDC.
 - Blandford Elementary School, closed for ten years, converted to Blandford Academy, an alternative school.
- Phase III – 2008/2009
 - 2008 - J.E.B. Stuart Elementary School Addition (10,964 square feet, classrooms and multi-purpose room, \$3,502,638.32);
 - 2009 - A. P. Hill Elementary School Addition (23,489 square feet, classrooms and multi-purpose room, \$5,857,173.28).
- Phase IV – 2011/2013
 - 2011 - Robert E. Lee Elementary School Addition (24,300 square feet, classrooms and multi-purpose room, \$4,678,565.33);
 - 2013 - Walnut Hill Elementary School Addition (5,135 square feet, multi-purpose room, \$963,475.00).

Currently, the former Virginia Avenue Elementary School/ECDC building remains closed and is owned by the City of St. Petersburg. Proposals from private development enterprises are being reviewed by a committee including the PCPS Facilities Supervisor for the building's conversion to a community facility containing low-income housing units. Westview ECDC is fully functional and in excellent physical condition.

Blandford Academy also houses an after-school program in addition to its alternative school. The building is slated to receive a new HVAC system in 2014 as well as other upgrades (**Exhibit 8-2**). Although the building is kept clean by a single custodian, it is in need of overall renovations due in part to its 10-year closure and overall lack of updated interior finishes and fixtures.

Conclusion: The consolidation has been accomplished according to PCPS's original schedule, but not in the accelerated fashion recommended.

Exhibit 8-2
Current images of key facilities in the consolidation



Source: Prismatic, 2013.

Recommendation 8-2

PCPS documentation shows that PCPS has routinely conducted assessments of its facilities as part of its annual budgeting for maintenance and capital project needs. PCPS staff has typically developed an annual description and cost of candidate capital projects, ranging from routine maintenance activities to major additions and renovations. The most current document available from PCPS is a five-year projection of “Capital Needs” beginning with 2013-14. This document is updated annually, as capital projects are completed and new ones identified. In addition, a more detailed document shows proposed expenditures for 2013-14.

Exhibit 8-3 shows an excerpt from the current list of capital projects for 2013-14. There appears to be little evidence that the prioritization and selection of projects for funding has been haphazard, as was suggested in the 2007 review. For example, building condition and suitability assessments were performed by Moseley Architects prior to the design and construction of additions to J.E.B. Stuart and A.P. Hill Elementary Schools in 2008-09. In addition, PCPS was able to obtain short-notice funding for some projects under recent federal stimulus programs because the division was prepared and able to implement quickly.

Exhibit 8-3
Excerpt from 2013-14 capital projects plan of PCPS

Project Title	Project Description	Estimated Cost
Facilities Assessment	This assessment will provide a facilities master plan and will provide the framework for a comprehensive capital improvement plan.	\$ 85,000
Window Replacement	Install new energy efficient aluminum windows with thermal break, double paned, and low-e glass (A.P. Hill, Blandford, R. E. Lee, J.E.B. Stuart, Walnut Hill, Westview)	\$ 1,831,200
Exterior Door Replacement	Install energy efficient store front doors (same schools)	\$ 223,941
Boiler Replacement	Replace energy-inefficient, end-of-lifespan boilers (Blandford, Petersburg High School, J.E.B. Stuart and A.P. Hill Elementary Schools)	\$ 624,000
Board Room HVAC	Separate HVAC system for Board Room to save money cooling this smaller space instead of entire building during evening and weekend hours	\$ 18,000
A.P. Hill Elementary	Incline platform lift replacement; upgrade bathrooms	\$ 90,000
Blandford Academy	New HVAC, re-point exterior steps	\$ 270,000
R. E. Lee Elementary	Upgrade bathrooms, new floor tile in kitchen	\$ 48,000
Peabody Middle School	Repair old plaster walls, new ceiling and lighting, replace gym floor, replace old basketball goals, renovate bathrooms, upgrade locker rooms, install ADA elevator	\$ 870,000
Petersburg High School	Resurfacing walks and track, new field house, new stage lighting, upgrade locker rooms	\$ 150,000
J.E.B. Stuart Elementary School	New lighting in cafeteria; upgrade bathrooms	\$ 95,000
Walnut Hill Elementary School	Repair/replace exterior window sills, brickwork; library renovation; incline platform lift	\$ 176,000
New Master Clock System	All schools	\$ 31,969
Recoat roofs	Dow Corning Silicone Polyurethane Foam Roof system	\$ 1,838,131
School Energy Management and Control System	Convert dial-up technology to Ethernet	\$ 35,000
Security Cameras	Install security cameras at all elementary schools and Blandford Academy; upgrade existing cameras at Petersburg HS, Vernon Johns JHS, and Peabody MS	\$ 250,000
All schools	Upgrade bathroom sinks to low-flow modular sinks	\$ 10,000
All student restrooms	Install touch-free hand dryers	\$ 50,000

Source: prepared by Prismatic from PCPS information, October 2013.



As shown in the previous exhibit, PCPS will issue an RFP for a “Facilities Assessment” of all buildings in the School Division. Once this assessment has been completed, this recommendation will be fully implemented.

Conclusion: This recommendation has been partially implemented due to PCPS’ diligence in facility management, capital projects planning, and budgeting. It will be fully implemented once the planned facilities assessment has been completed.

Recommendation 8-3

A review by the consulting team of a PCPS document titled “Long-Range Facility Plans (2002-2011),” revealed extensive work conducted by in-house staff to prepare space utilization and capacity evaluations of all PCPS schools. In addition, this document contains an “architectural program analysis” performed by Moseley Architects for J.E.B. Stuart and A.P. Hill Elementary Schools. This analysis was done in advance of the design and construction of additions to these schools in 2008 and 2009. These analyses fit in part the suitability assessment recommended in the initial study.

PCPS is not currently planning to conduct suitability assessments of its remaining facilities. Suitability assessments could be incorporated in the scope of work for the planned “Facilities Assessment” described in the previous recommendation. Such a move could create a more complete and total facility analysis across the entire division. A budget for the combined full implementation of Recommendations 8-2 and 8-3 of \$150,000, as contemplated in the 2007 study, appears to be of a reasonable order of magnitude. Alternatively, PCPS could implement a policy to incorporate a suitability analysis in the preparation of educational specifications prior to any renovations, additions, or new construction.

Conclusion: This recommendation has been partially implemented. PCPS should consider incorporating a suitability analysis in its planned facilities assessment.

Recommendation 8-4

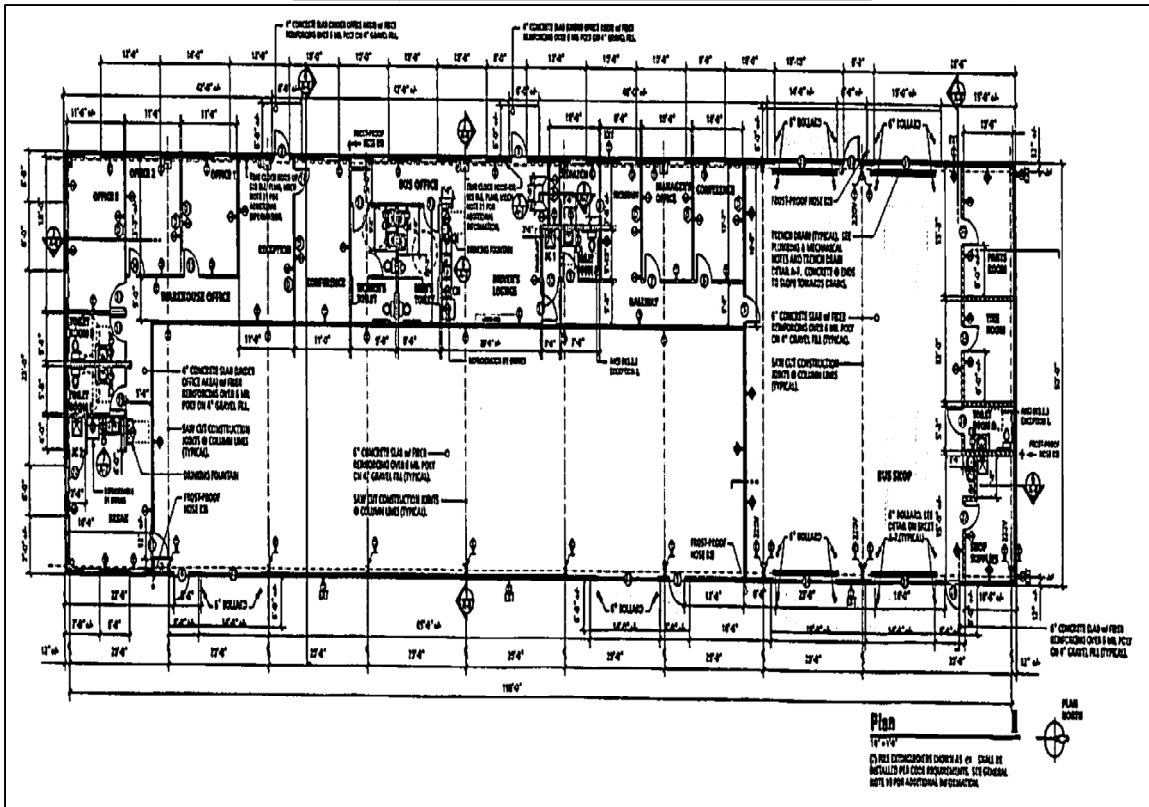
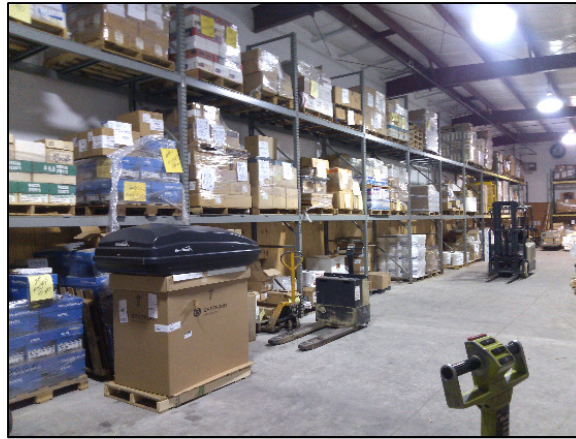
A site visit by the consulting team to the old warehouse confirmed that it is closed. According to PCPS staff, the building is now owned by the City of Petersburg. Surplus PCPS equipment and materials have been sold or thrown away, and usable food commodities and office supplies distributed to PCPS schools.

PCPS built a new facility in 2011 for its transportation and food services departments. This action was prompted by the need for a new transportation facility to replace a bus garage that was no longer safe or serviceable. The site had sufficient space to also accommodate a small warehouse and support offices of approximately 3,000 square feet.

Textbooks and computer hardware are delivered to the new facility for near turn-around distribution to schools. In many cases, better inventory control can be practiced under these circumstances. In addition, the warehouse stores and delivers bulk-purchased paper goods and custodial supplies. **Exhibit 8-3** shows the new warehouse and facility floor plan.

Erected in 2001 at a cost of \$1.2 million, the new building is 9,500 square feet. In addition to the warehouse and related office space, it includes two bus service bays and a full complement of offices, lounge, and other facilities for transportation staff and bus drivers. A small office suite for food service leadership is also in the building, but all food is sent directly to school kitchens; no food is stored in the warehouse.

Exhibit 8-4
New transportation, warehouse, and food service facility



Source: Photo by Prismatic, layout diagram from PCPS, 2013.

Conclusion: This recommendation has been implemented.

Recommendation 8-5

According to PCPS staff, the division deployed the School Dude software to process maintenance and technology work orders in October 2007. It has been in continuous use since. Work order performance information before and after School Dude implementation was not available to the consulting team.

All staff using the software has been trained by School Dude. PCPS is now examining expanding the School Dude software to include facility rental processing. (See Recommendation 8-9.)

Conclusion: This recommendation has been implemented.

Recommendation 8-6

Documents furnished by PCPS show that custodial staffing levels were reduced by 2.0 full-time equivalents (FTE) as a result of the consolidation of schools described under Recommendation 8-1. Other custodial staffing reductions achieved since that event were unrelated, and could not be counted as part of the implementation of this recommendation.

Conclusion: This recommendation has been implemented.

Recommendation 8-7

A custodial handbook was published for custodial staff training and as a work reference on July 1, 2007. This handbook governs the work conduct and rules of all custodial staff at PCPS. The following excerpt from the preface explains the book's purpose:

The Petersburg Public Schools Custodial Handbook has been developed with the hope it will assist custodial staffs in their daily jobs... In addition, this handbook has been prepared to provide consistent custodial policies and expectations and to ensure uniformity in custodial care in all schools and other buildings.

The handbook offers standards of practice consistent with those promulgated by the Association of Physical Plant Administrators.

Conclusion: This recommendation has been implemented.

Recommendation 8-8

The initial study recommended an ongoing staff development program for custodian. The division currently use three staff development program curricula, in the areas of: infection prevention, safety and security, and staff responsibilities.

Staff development programs for custodians have been conducted by in-house staff as well as guest speakers. In addition to the above topics, instructions on the proper use of cleaning agents and the upkeep of cleaning appliances have been provided. It is the ongoing responsibility of supervisory staff to make sure custodians are current in their staff development and training.

Conclusion: This recommendation has been implemented.

Recommendation 8-9

The division has adopted a board policy for facility rentals and also implemented related procedures, rules, and regulations, beginning with the 2008-09 school year, as recommended in the initial study. Income from facility rentals is shown in **Exhibit 8-5**.

**Exhibit 8-5
Earnings from facility rentals**

School Year	Income
2008-09	\$ 42,443
2009-10	\$ 32,700
2010-11	\$ 31,380
2011-12	\$ 18,291
2012-13	\$ 20,128

Source: Prepared by Prismatic from PCPS data, October 2013.

As shown, there was a marked decline in revenue beginning in 2011-12. When asked, PCPS staff suggested these reasons for the decline:

- a decision by the PCPS School Board to increase rental fees significantly; and
- an increase in free rentals for some organizations.

Conclusion: This recommendation has been implemented. Moving forward, PCPS should explore ways to restore and increase this source of income.

**Exhibit 8-6
Comparison of 2006 estimated savings/costs with actual**

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
8-1	\$1,700,000	\$0	No savings from acceleration occurred because the division implemented its original schedule.
8-2	(see Rec. 8-3)	(see Rec. 8-3)	In 2014, PCPS plans to issue an RFP for this.
8-3	(\$150,000)	(\$150,000)	PCPS should consider combining the studies advocated in Recommendations 8-2 and 8-3 for a total target cost of \$150,000.
8-4	\$137,500	\$435,000	Actual savings were calculated on the basis of savings in staff and utility costs. Utility costs were calculated at \$12,000 per year, and a savings of three warehouse staff at a conservative total of \$75,000 per year. The cost of building construction was not used to offset this savings.
8-5	\$0	Possible savings exist but are unknown	PCPS staff are enthusiastic about School Dude software. Savings due to greater work order processing efficiency and accuracy are possible, but have not been measured. Greater responsiveness to service requests may also be possible.
8-6	\$435,000	\$290,000	Initial savings were based on three positions. Actual savings based on elimination of two positions.
8-7	\$0	\$0	
8-8	\$0	\$0	
8-9	\$162,200	\$144,941	Annual revenue is currently less than it was initially.

Source: 2007 study and Prismatic, 2013.

Food Services

This section reviews recommendations related to the food services functions of PCPS. The four areas of the 2007 review were:

- 9.1 Organization and Management
- 9.2 Policies and Procedures
- 9.3 Financial Performance
- 9.4 Student Meal Participation

The current food services supervisor and central office staff members were all employed in the same positions during the 2007 study. **Exhibit 9-1** details the 2007 recommendations and their current implementation status. As shown, 10 of the 11 recommendations have been implemented. One was implemented by substitute and two are in process.

Exhibit 9-1
Status of implementation of 2007 recommendations

#	Recommendation	Status
9-1	Eliminate excessive administrative food service staff positions	Implemented by substitute
9-2	Develop and implement a comprehensive board policy regarding food service operations	In process
9-3	Develop and implement a food service-related strategic or operational plan that is consistent with the recommended board policy	In process
9-4	Develop and disseminate a comprehensive procedures manual for food service operations	Implemented
9-5	Develop a food service department mission statement along with goals for PCPS	Implemented
9-6	Reduce labor costs to best practice levels of 40 percent of revenue and expand reporting by each school for better staffing analyses	Implemented
9-7	Discontinue the use of the warehouse for food service storage immediately	Implemented
9-8	Use USDA commodities as the primary source for food in the school division and only supplement with the limited use of local vendors	Implemented
9-9	Schedule bus transportation and school start times appropriately to allow all students the opportunity for breakfast each day	Implemented
9-10	Develop and implement strategies to improve student participation rates	Implemented
9-11	Analyze the benefits and the fiscal breakeven point for purchasing and implementing a point-of-sale system for the PCPS	Implemented

Source: 2007 study and Prismatic, 2013.

Recommendation 9-1

The original study recommended the elimination of three positions: two senior secretary II positions and one field manager. The department eliminated both secretarial positions in

2007-08 and reported in the 2008 update that \$91,185 was being saved annually in salaries and benefits.

The department considered the elimination of the field manager position, but decided against it. The responsibilities of the current field manager are critical and include: menu development, review of production records, supervision of all school cafeteria managers, purchasing from the primary vendor, ordering all produce, and managing commodities. The field manager also regularly serves as a substitute cafeteria manager and line worker when there are absences among the school-based staff.

The National School Food Management Institute (NSFMI) recommends that school food programs spend approximately seven percent of their total budget on administration. Including the field manager position, for 2012-13, PCPS spent 7.8 percent.⁸ Moreover, the food service program has been financially self-sufficient for each of the past three years (**Exhibit 9-2**) and the supervisor credits the work of the field manager as being key to that success. By law, revenues from the food service program must be used within the program, so further cost savings could not be used elsewhere.

Exhibit 9-2
Food services department revenues and expenditures

Year	Total Revenues	Total Expenditures	Revenues - Expenditures
2010-11	\$ 2,187,072	\$ 2,001,168	\$ 185,904
2011-12	\$ 2,389,424	\$ 2,219,744	\$ 169,680
2012-13	\$ 2,362,163	\$ 2,130,749	\$ 231,414

Source: PCPS financial reports.

Conclusion: The division has implemented a portion of the initial recommendation and considered but abandoned a portion. As the food service program is self-sufficient and the field manager has significant programmatic responsibilities, no further action is warranted in this area.

Recommendation 9-2

At the time of the initial study, the division had only a few policies specific to food services. Those policies were updated in 2009, but no new ones have been developed. The initial study recommended a comprehensive food service policy that provided guidance in the areas of:

- general food services requirements;
- school food services funds;
- meal patterns;
- free and reduced price meals; and
- use of USDA commodities.

The division has largely addressed the points of the recommendation through its annual agreement with the Virginia Department of Education (which is required to receive United

⁸ Based on actual salaries and assuming a benefits rate of 37 percent.



States Department of Agriculture (USDA) reimbursements) or as subtopics for policies in more general areas, such as finance. The division's Wellness Policy also includes direction for the food service program. It was last updated in 2008 and, as such, has not incorporated the myriad changes required by the *Healthy, Hunger-Free Kids Act of 2010 (HHFKA)*.

Conclusion: Many of the policy areas recommended in the initial study are covered in the division's agreement with the VDOE. Remaining areas still to be addressed include updating the Wellness Policy to reflect HHFKA changes and developing a policy related to school food funds handling.

Recommendation 9-3

The food services department is on track to implement the requirements of *HHFKA*, which included sweeping changes in nearly every area of school food service. Once the board adopts an updated Wellness Policy that incorporates the requirements of *HHFKA*, the food services supervisor can further operationalize the department's ongoing goals of financial self-sufficiency and stable workforce through development of a written operational plan. As noted in the initial study, this plan should include:

- targets for student meal participation;
- labor levels by school, with meals per labor hour targets;
- financial goals, including fund balance goals; and
- other items.

Conclusion: This recommendation is in the process of being implemented. Once developed, the department's operational plan should be tied to several objectives under Priority 7 of the division's recently adopted comprehensive three-year strategic action plan.

Recommendation 9-4

The food services department has a written Standard Operating Procedures manual. Staff estimated it was last updated in 2009. It includes cafeteria requirements in 11 areas, including receiving, cooking, and cleaning. To help ensure an understanding of responsibilities, procedures, and practices, all cafeteria managers also attend the annual summer workshop hosted by VDOE. All cafeteria managers and staff attend a full day of training each year just prior to the start of the school year.

Conclusion: This recommendation has been implemented.

Recommendation 9-5

The mission of the food service department is posted on the division's website and reads:

The mission of Petersburg Public Schools and Nutrition Services is to prepare and serve nutritious and quality meals to students and the community in an enthusiastic, positive manner, while remaining financially stable and contributing excellence to our students' growth.

The director noted that the annual goals of the department are to remain financially self-sufficient and foster a stable workforce. Since 2010, the department has had an additional goal of implementing successfully the new requirements of *HHFKA*.

Conclusion: This recommendation has been implemented.

Recommendation 9-6

The 2007 study recommended some combination of reducing labor hours/costs or increasing revenues to achieve labor expenditures at no more than 40 percent of revenues. This benchmark was based on guidance from the National Food Services Management Institute (NFSMI), which includes only school labor costs in the 40 percent figure and is more typically figured on expenditures rather than revenues. **Exhibit 9-3** provides the school labor costs and comparison calculations using revenues and expenditures for the past three years. As shown, the school labor expenditures are now well below 40 percent, using either revenues or expenditures as the denominator. Comparing the 2012-13 figures with those reported for 2006-07 in the original study, the department reduced its school labor costs by \$233,316.

Exhibit 9-3
School labor cost analysis

Year	School Labor⁹	Total Revenues	School Labor % of Revenues	Total Expenditures	School Labor % of Expenditures
2010-11	\$ 731,932	\$ 2,187,072	33%	\$ 2,001,168	37%
2011-12	\$ 712,563	\$ 2,389,424	30%	\$ 2,219,744	32%
2012-13	\$ 728,332	\$ 2,362,163	31%	\$ 2,130,749	34%

Source: PCPS financial reports.

Conclusion: This recommendation has been implemented.

Recommendation 9-7

The food service department stopped using the previous warehouse, as recommended, in 2007-08. The department does not use the division's current smaller warehouse, having switched to direct deliveries for all items. The food service manager monitors inventory levels at each school.

Conclusion: This recommendation has been implemented.

Recommendation 9-8

The initial study indicated the need for the division to use more USDA commodities to reduce the cost of food used in the food services program. The recommendation indicated that only dairy, bread, and fresh fruit items should be purchased from vendors.

The USDA provides each state with a dollar value of products that can be obtained through the commodities program. This value is based on the number of meals served the previous year. The dollar value is referred to as the state's entitlement. The law mandates use of a formula that multiplies the number of lunches served during the previous year by a per meal rate which is adjusted annually for inflation. The rate per meal is based on the Bureau of Labor Statistics "Producer Price Index for Foods Used in Schools and Institutions." For

⁹ Includes salaries and benefits of school-based employees only.

2013-14, the value of donated foods national average rate for the period of July 1, 2013 through June 30, 2014 is 23.25 cents per meal.

The Virginia Department of Agriculture and Commercial Services (VDACS) administers the commodity program for Virginia. Once the USDA allocated entitlement for Virginia is received by the VDACS, an automated system allocates the entitlement to each school division on a fair share basis based on meal counts.

The allocation to PCPS is normally not more than \$125,000 per year (\$104,000 in 2011-12 and \$122,000 for 2012-13). This is the maximum amount of commodities that the division can obtain. The division has been diligent in using all or nearly all of its allocation each year. It is generally not considered possible to use every allocation dollar every year, due to the specific availability of certain products and requirements for truckload deliveries.

Conclusion: This recommendation has been implemented. Although the 2007 study estimated that the division would be able to save approximately \$600,000 a year, this was not possible with the existing USDA allocation process. Based on the data provided in the 2007 report, it appears that the division was maximizing its allocation then. It continues to do so now.

Recommendation 9-9

The division's six-month update noted that bus schedules were implemented at that time, specifically to coordinate arrive times with breakfast times. At two schools, the consulting team found that buses were on time on the day of observation. Staffs at those two schools also perceived buses as routinely arriving on time for students to eat school breakfast if they wish. At the one elementary school reviewed, all students are required to report to the cafeteria before the start of school. This practice encourages students to consume breakfast.

Both the food services supervisor and transportation manager monitor bus arrival times to ensure students have an opportunity for school breakfast. The food services supervisor requires her staff to serve all students (bus riders and those who arrive at school by other means) regardless of when they arrive. The consulting team observed this in practice at the one elementary reviewed, when car rider elementary students arrived near the start of the academic day but were still allowed to obtain and consume breakfast in the cafeteria.

Conclusion: This recommendation has been implemented. Division supervisors continue to monitor effective implementation of this recommendation.

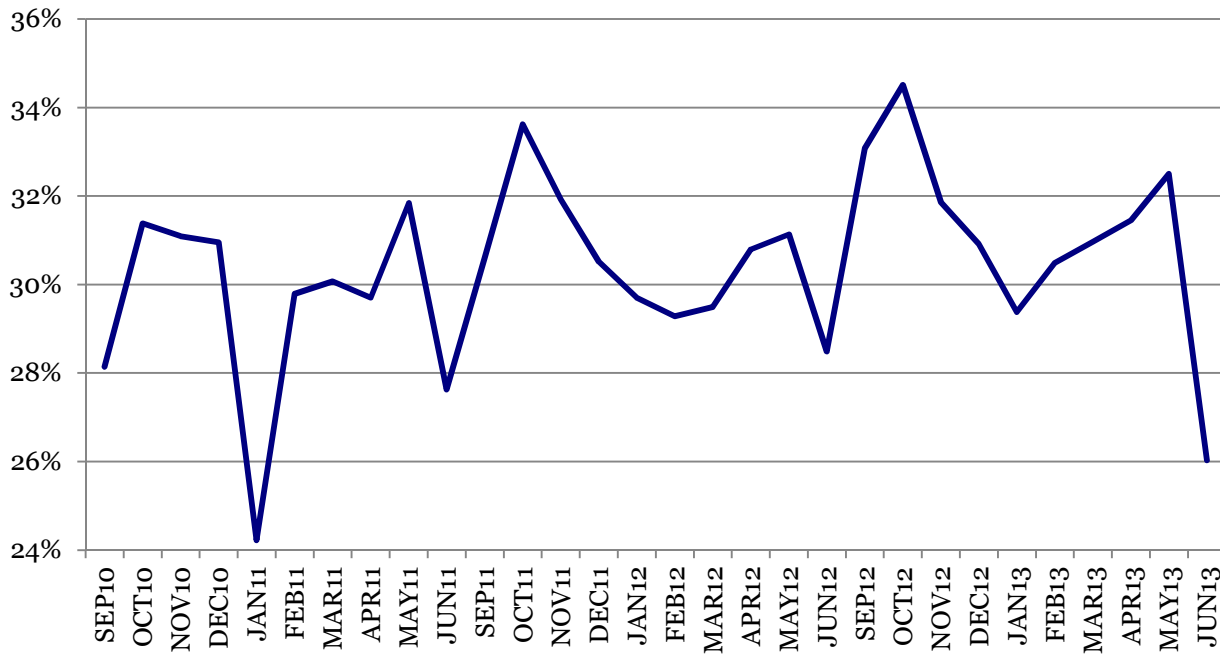
Recommendation 9-10

This recommendation was concerned with implementing strategies to increase student meal participation. For students, there are typically two kinds of meal participation: the selection of a reimbursable meal, for which the USDA provides the division with a cash reimbursement at a set rate, or the purchase of a la carte items, for which the student pays directly. All reimbursable meals served receive some level of USDA reimbursement (ranging from \$0.41 to \$3.09 for PCPS lunch meals in 2012-13). To calculate an overall student participation rate, divisions typically convert the dollars received from a la carte sales into "meal equivalents." For 2012-13 VDOE documentation showed a conversion rate of \$3.14 in a la carte sales per meal equivalent. Each reimbursable lunch is also considered a meal equivalent. PCPS is not currently calculating an overall meal participation rate in this

fashion, but does monitor trends in reimbursable meal participation and a la carte sales separately.

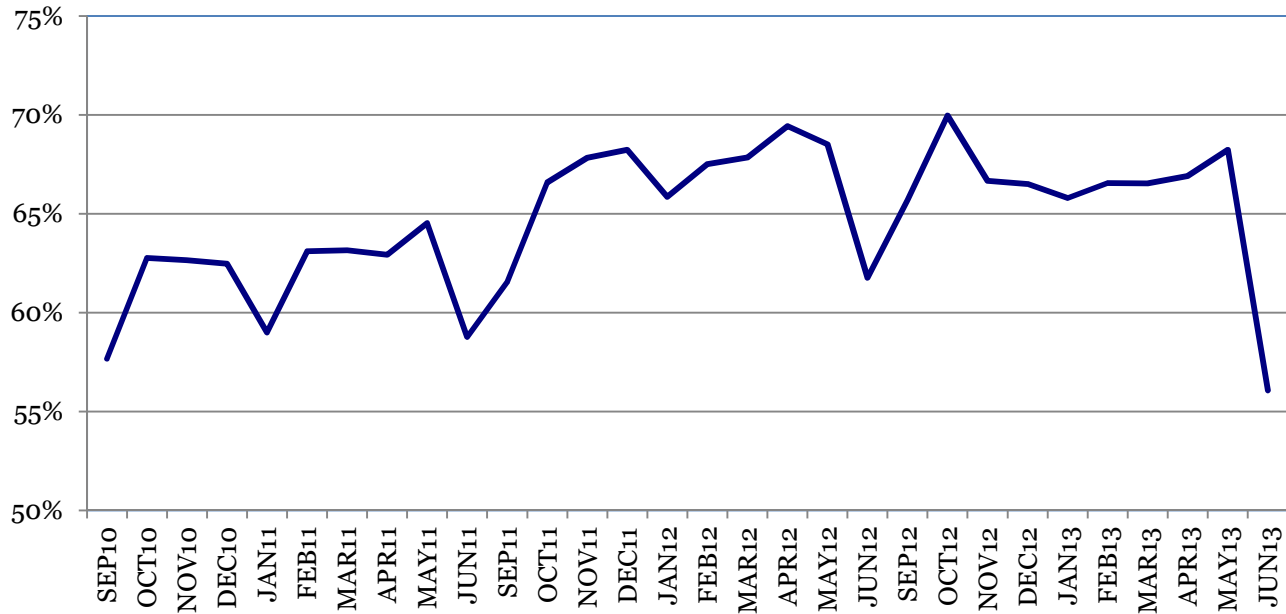
As shown in **Exhibits 9-4** and **9-5**, both breakfast and lunch meal participation have generally increased over the past three years. Given the major changes required by *HHFKA* to the meals allowed to be served, even maintaining participation levels at the same rate is commendable. The School Nutrition Association reported in a June 2013 publication that nationally lunch participation had decreased 3.2 percent from 2011-12 to 2012-13.

Exhibit 9-4
School breakfast meal participation



Source: VDOE SNPweb monthly ADP Reports, 2010-11 through 2012-13.

Exhibit 9-5 School lunch meal participation



Source: VDOE SNPweb monthly ADP Reports, 2010-11 through 2012-13.

The initial study did not report the student meal participation rates at that time, so it is not possible to assess directly the change in participation rates. However, between 2005-06 and 2012-13, the division’s enrollment decreased by 468 (-9.5%). In the same time period, total meal revenues increased by \$312,619 (+15.3%).¹⁰ This indicates an increase in food sales per student.

Conclusion: This recommendation has been implemented.

Recommendation 9-11

This recommendation for installing a Point-of-Sale (POS) system was completed in 2008 and has been sustained. Through competitive bids, the division purchased the *Café Enterprise* system to replace the previous system of cash registers and paper forms. The initial cost was \$57,315 for the system, plus some additional internal costs for wiring in the cafeterias. The annual maintenance costs are \$14,000.

The PCPS Supervisor of School Food Services noted a number of improvements as a result of POS implementation:

- Meal participation records are much improved, which has resulted in higher student meal counts.
- Meal lines are moving faster, which also encourages student participation.

¹⁰ These revenues included USDA reimbursements, student payments for reimbursable meals, and a la carte sales.

- The cafeterias are able to offer a greater variety of meal items on the serving lines, because less staff time is devoted to dealing with paper forms at the end of the serving line.

The consulting team observed breakfast in one school and lunch in another. The POS system (**Exhibit 9-6**) was in use in all serving lines. Cafeteria staff confirmed that the POS installation has improved meal participation, recordkeeping and line speeds.

Exhibit 9-6 Installed POS System



Source: Prismatic, October 2013.

The school nutrition department is in the processing of augmenting the POS with an option for parents to make student meal payments online. This should further reduce staff workloads associated with cash and check handling.

Conclusion: This recommendation has been fully implemented and resulted in increased efficiency and effectiveness.

**Exhibit 9-7
Comparison of 2006 estimated savings/costs with actual**

#	Estimated Five-Year Savings (Cost)	Actual Five-Year Savings (Cost)	Comments
9-1	\$839,310	\$455,925	
9-2	\$0	\$0	
9-3	\$0	\$0	
9-4	\$0	\$0	
9-5	\$0	\$0	
9-6	\$594,280	~\$1,100,000	Savings estimated based on the difference between 2012-13 and 2006-07 school labor costs.
9-7	NA	NA	Savings in 2007 report included in Chapter 8
9-8	\$3,151,760	\$0	Initially calculated savings were not accessible.
9-9	\$0	\$0	Implementation has likely increased breakfast participation.
9-10	Undeterminable	~\$1,500,000	Based on available data, school food sales have increased by approximately \$300,000 annually, even while student enrollment has decreased.
9-11	(\$110,000)	(\$113,315)	Includes only costs associated with the POS acquisition and maintenance. Increased revenue generation and reduced labor costs not included.

Source: 2007 study and Prismatic, 2013.