

**A PERFORMANCE REVIEW  
OF THE CLAY COUNTY  
SCHOOL DISTRICT**

***Final Report***

**SUBMITTED TO:**

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## ***EXECUTIVE SUMMARY***

Section 11.515, Florida Statutes, was created by the Florida Legislature during the 1996 session for the purpose of conducting performance reviews of school districts. The 1996-97 and 1997-98 General Appropriations Acts provided funding for the Office of Program Policy Analysis and Government Accountability (OPPAGA) to contract with private firms to conduct performance reviews of identified school districts.

The purpose of the Florida school district performance review program is to identify opportunities for school districts to:

- save funds;
- improve management; and
- increase efficiency and effectiveness.

The Clay County School District was identified to participate in the second series of performance reviews. Board members and district officials stated that the performance review process would provide valuable information for improving management practices that support the instruction of students in the district. OPPAGA contracted with MGT of America, Inc. to conduct the performance review of the Clay County School District.

The report contains findings and recommendations resulting from the performance review of the Clay County School District. The entire review process was completed in about five months. The major activities were scheduled and accomplished as displayed in Exhibit 1. The implementation of report findings is voluntary and may require the school district to carefully reconsider long-held policies. For instance, the benefits of some recommendations must be weighted against those resulting from school district policies to provide enhanced services or to use certain service delivery methods. We recommend that the Clay County School Board and district administrators give these recommendations serious consideration, develop a plan to proceed with their implementation, and establish a system to monitor subsequent progress.

### **Overview of the Clay County School District**

The Clay County School District is the 23<sup>rd</sup> largest public school system in the State of Florida. In Fall 1997, student enrollment in the Clay County School District reached almost 25,000. With almost 2,500 full-time staff, the district is slightly smaller than the state average.

There are over 29 regular public school facilities in operation in Clay County including 16 elementary schools, five middle/junior high schools, five senior high schools, and three other schools. The school district provides educational programs to meet the needs of exceptional students, pre-kindergarten students, and adult students, in addition to students in kindergarten through the 12<sup>th</sup> grade.

**EXHIBIT 1  
CLAY COUNTY SCHOOL DISTRICT PERFORMANCE REVIEW  
MAJOR ACTIVITIES BY MONTH**

<b>MONTH</b>	<b>MAJOR ACTIVITIES</b>
November 1997	<ul style="list-style-type: none"><li>■ Signed contract between MGT and OPPAGA with consent of Joint Legislative Committee.</li><li>■ Conducted initial meetings between MGT and officials of Clay County and OPPAGA.</li><li>■ Designed interview and focus group instruments.</li><li>■ Obtained and analyzed existing reports and materials on Clay County obtained from the district and state.</li><li>■ Developed profiles of the district.</li><li>■ Designed surveys for use with Clay County district administrators, principals, and teachers.</li></ul>
December 1997	<ul style="list-style-type: none"><li>■ Conducted surveys of central office administrators, principals, and teachers.</li><li>■ Conducted diagnostic review (Week of December 1, 1997).</li><li>■ Held public hearing on December 4, 1997 (CHARRETTE).</li><li>■ Conducted interviews and summarized findings from interviews with School Board members, senior administrators, and community leaders, and focus group sessions with selected groups.</li><li>■ Visited schools.</li><li>■ Tailored guidelines for the performance review to reflect unique local conditions as well as public and employee input and concerns in Clay County.</li></ul>
January 1998	<ul style="list-style-type: none"><li>■ Conducted in-depth on-site review (Week of January 5, 1998).</li><li>■ Visited schools.</li><li>■ Collected and analyzed additional information as needed.</li></ul>
February 1998	<ul style="list-style-type: none"><li>■ Developed first draft of final report.</li><li>■ Presented first draft to Clay County School District.</li></ul>
March 1998	<ul style="list-style-type: none"><li>■ Submitted 2nd draft report.</li><li>■ Prepared final report.</li><li>■ Distributed final report to the public.</li></ul>
April 1998	<ul style="list-style-type: none"><li>■ Presented final report to school board.</li></ul>

The district's total budget for the 1997-98 school year is almost \$170 million of which \$121.4 million represents the operating budget. Personnel costs comprise 81.9 percent of the total budget.

The Clay County School District is governed by a five-member elected school board.

### **Methodology for the Review**

MGT consultants began research for this project in November 1997. Several methods were used to gather and analyze new and existing data for the performance review. The first step included a review of an extensive set of records, documents, and data. This information was used as a starting point for collecting data during the diagnostic review and on-site work.

A major component of the study was the input provided by Clay County administrators, teachers, instructional and classified employees, parents, students, and community members. Board members, administrators, teachers, other district employees, and students participated in the study through interviews and confidential surveys.

### ***Employee Surveys***

To secure input from district administrators, principals, and teachers prior to beginning the on-site review, MGT prepared and disseminated three different survey instruments. Through these anonymous surveys, district administrators, principals, and teachers were given the opportunity to express their views about the management and operations of the school district. The survey instruments for each group were similar in format and content to provide a baseline database for determining how the opinions and perceptions of district administrators, principals, and teachers varied.

### ***Diagnostic Review***

A diagnostic review of district operations was conducted in December 1997 prior to a more detailed on-site review. The diagnostic review included the collection of additional data plus interviews with administrators, Board members, and a variety of community stakeholders.

The diagnostic review was conducted during the week of December 1, 1997, and included several tasks:

- soliciting community input in the performance review during a public forum (CHARRETTE);
- conducting interviews and focus groups with a cross-section of community leaders;
- conducting a diagnostic review of school system management and administrative functions, organizational structures, and operations;
- conducting a diagnostic review of education services delivery;

- visiting some school sites and interviewing a cross-section of school-based staff; and
- tailoring the MGT management review guidelines for the full team's in-depth review.

### ***In-Depth On-Site Review***

During the week of January 5, 1998, 10 members of the MGT project team conducted an in-depth on-site review of the district's management functions. The team examined components of the following 11 systems as defined in the project work plan:

- School District Organization and Management
- Educational Service Delivery and Performance Measures
- Personnel Management
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management
- Purchasing and Warehouse Services
- Food Service
- Transportation
- Safety and Security

In addition, the MGT team analyzed both instructional and administrative technology within the district.

The on-site review included meetings with dozens of district-level and school-level staff and the subsequent review of data and documentation provided by these individuals. Members of the review team conducted formal visits in 18 of the district's schools. On-site visits incorporated information from principals, teachers, and other staff involved with the various components of district operations identified above. More than 100 campus-level employees were interviewed by review team members.

### **Major Findings and Recommendations**

Although this Executive Summary briefly highlights key management issues in the Clay County School District, detailed recommendations for improving operations and commendations for exemplary management practices are contained throughout the main body of the report. Key findings and recommendations for improvement include the following:

- Compared to other school districts around the country that MGT has reviewed, teachers and administrators in Clay County give their Superintendent a higher rating as the district's instructional leader. In addition, compared to teachers and administrators in most other districts, Clay County teachers and administrators give higher ratings to the overall quality of education in their district (Chapter 3).



- The functions that district and school administrators believe are most in need of improvement are instructional technology, data processing, and administrative technology (Chapter 3).
- The School Board of Clay County Schools is not providing sufficient time in public meetings for policy and governance responsibilities. Several strategies are provided to make the School Board more effective (Chapter 4, Recommendations 4-1 and 4-2).
- The Clay County School District's Policy (Rule) Manual has not had a complete update since 1981. A comprehensive review of the district's policy manual should be conducted to purge policies that are no longer needed, eliminate areas of duplication in policy, and assess the need for additional policies (Chapter 4, Recommendation 4-4).
- More than 30 teacher specialists in the Clay County School District are in quasi-administrative roles and not directly serving students. For example, the district has too many ESE specialist positions and several of these specialists have duplicative responsibilities. The number of teachers on special assignment should be reduced and the district should save over \$360,000 annually (Chapter 4, Recommendation 4-11 and Chapter 5, Recommendation 5-9).
- There is no allocation formula for the assignment of assistant principals to schools, and several schools are overstaffed with administrators. An allocation formula of one vice/assistant principal per 600 students should be implemented, and the district could save almost \$200,000 annually (Chapter 4, Recommendation 4-13).
- The district is entitled to an additional reimbursement for specific service to medicaid-certified children. The use of the Medicaid reimbursement should be expanded, and would generate about \$500,000 annually when fully implemented (Chapter 5, Recommendation 5-10).
- The Division of Human Resources is overstaffed and has more positions than other school systems of a similar size. Three FTE positions should be deleted in this division for a total five-year cost savings of over \$700,000 (Chapter 6, Recommendation 6-2 and 6-3).
- Efforts to increase the number of minority employees in the Clay County School District have been minimal, at best, and should be expanded (Chapter 6, Recommendations 6-5 and 6-6).
- The public relations and communications function in the Clay County School District has been diminished and several important responsibilities are not being addressed by the central office. Several recommendations, such as developing a communication plan and reorganizing the public relations office, are provided to

strengthen the public relations and communications function (Chapter 7, Recommendations 7-4, 7-5, and 7-6).

- The facilities use and operations function is well-managed, and in most cases, meets or exceeds best practice standards. A reorganization of the Division of Support Services should reduce the assistant superintendent's span of control and establish a clearer direction for facilities management functions (Chapter 8, Recommendation 8-1).
- The installation of a fixed asset bar coding system, which will interface with the new computer system, should make the annual inventory process more effective and less time consuming to perform (Chapter 9, Recommendation 9-8).
- Concern was raised by schools regarding the accuracy of FTE attendance and program expenditure data as reported to the State. Recommendations are provided to augment training for district employees and to monitor data on a more regular basis (Chapter 10, Recommendations 10-5 and 10-6).
- Several concerns were expressed about technology problems in the district. During the past year, the district has initiated efforts to augment administrative technological capabilities. Additional recommendations to further enhance these efforts are made throughout Chapter 11 (Chapter 11, Recommendations 11-1, 11-3, 11-4, and 11-5).
- In the area of Purchasing and Warehousing, the Clay County School District could be more effective by reducing the frequency of deliveries of supplies made to schools, improving the control of the supply requisition process, and implementing an extensive recycling program (Chapter 12, Recommendations 12-3, 12-4, and 12-5).
- Although the Clay County School District runs a highly efficient transportation system through a three-tiered staggered bus scheduling system, additional efficiencies could be realized by computerizing the preparation of bus routes for ESE students, reducing courtesy riders, and eliminating bus service on private dirt roads. The total proposed savings in transportation costs amounts to about \$600,000 annually (Chapter 13, Recommendations 13-10, 13-11, and 13-12).
- Part-time workers in Transportation and Food Service are receiving a full benefits package. Recommendations are provided to phase out this policy within the next five years, and to begin to hire all new part-time personnel without providing full benefits. This modification in benefits will save the district about \$300,000 annually when fully implemented (Chapters 13, Recommendation 13-9, and Chapter 14, Recommendation 14-3).

- Although the Food Service Department is profitable, recommendations are provided to make this function more efficient and effective. These recommendations include reducing departmental food costs, strengthening controls to safeguard daily cash receipts, and increasing student breakfast participation. If implemented, these recommendations can save over \$400,000 over a five-year period (Chapter 14, Recommendations 14-1, 14-4, and 14-5).
- Currently, 12 Clay County schools have security guards who live on campus. Since there is no indication that having guards residing on school campuses has been effective, the practice should be eliminated and result in an annual savings of over \$50,000 (Chapter 5, Recommendation 15-11).

Although the findings and recommendations highlighted above may have the most impact on the district due to 1) the magnitude of changes they suggest, 2) their fiscal implications, or 3) their potential for improving services or resources for students, many other findings, commendations, and recommendations are presented in the main body of the report. Readers are encouraged to carefully study the entire report for a complete understanding of this performance review of the Clay County School District.

### **Fiscal Impact of Recommendations**

The performance review gave over 75 commendations and produced more than 150 recommendations. Some recommendations can be implemented immediately; others will require months or years to implement. Detailed implementation strategies, a recommended timeline, and the fiscal impact are provided for each recommendation.

About 40 of the recommendations have a fiscal impact. The cost savings associated with these recommendations are incremental and cumulative. The review identified a potential five-year gross savings of almost \$13.4 million by 2003 that could be realized by the Clay County School District. Based on recommendations in the report that have quantifiable savings, the first year net savings total \$1.6 million and the five-year net savings are nearly \$11.6 million as shown in Exhibit 2.

**EXHIBIT 2  
SUMMARY OF NET SAVINGS**

<b>Year Savings Begin</b>		<b>Total</b>
1998-1999	Initial Annual Net Savings	\$1,542,843
1999-2000	Annual Net Savings	\$2,308,005
2000-2001	Annual Net Saving	\$2,500,005
2001-2002	Annual Net Savings	\$2,671,605
2002-2003	Annual Net Savings	\$2,737,905
	One-Time (Cost) Savings	(\$137,350)
<b>TOTAL NET SAVINGS PROJECTED FOR 1998-2003</b>		<b>\$11,623,013</b>

Exhibit 3 shows all savings and costs associated with the recommendations in this report. A large number of the recommendations throughout this report will not have a direct financial impact, but these recommendations, nonetheless, represent important improvements over current policies and operating practices.

Throughout the pages that follow in the full report, significant opportunities are presented to improve management, instructional delivery, and communication with internal and external stakeholders, and ultimately to improve efficiency and effectiveness. The recommendations contained in the report should provide the support necessary for an enhanced school district.

**EXHIBIT 3**  
**SUMMARY OF POTENTIAL SAVINGS AND COSTS IN CLAY COUNTY**

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-1999	1999-2000	2000-01	2001-02	2003-2003		
Chapter 4: District Organization and Management								
4-5	Reduce Hard Copies of Policy Manual (p. 4-14)	\$0	\$160	\$160	\$160	\$160	\$640	
4-11	Reduce Teachers on Assignment (p.4-27)	\$175,370	\$350,740	\$350,740	\$350,740	\$350,740	\$1,578,330	
4-13	Reduce Assistant Principals (p.4-34)	\$195,624	\$456,456	\$456,456	\$456,456	\$456,456	\$2,021,448	
Chapter 5: Educational Service Delivery								
5-2	Modify Division of Instruction (p.5-6)	(\$61,100)	(\$61,100)	(\$61,100)	(\$61,100)	(\$61,100)	(\$305,500)	
5-9	Reorganize ESE Department (p.5-30)	\$195,000	\$195,000	\$195,000	\$195,000	\$195,000	\$975,000	
5-10	Expand Medicaid Reimbursement (p.5-32)	\$101,000	\$285,000	\$385,000	\$485,000	\$485,000	\$1,741,000	
5-11	Hire Hearing Officer (p.5-33)	(\$38,900)	(\$38,900)	(\$38,900)	(\$38,900)	(\$38,900)	(\$194,500)	
5-12	Modify Printing Operation (p.5-38)	\$42,000	\$42,000	\$42,000	\$42,000	\$42,000	\$210,000	
Chapter 6: Personnel Management								
6-2	Eliminate Position of Supervisor (p.6-8)	\$78,132	\$78,132	\$78,132	\$78,132	\$78,132	\$390,660	
6-3	Eliminate Two Personnel Assistants (p.6-9)	\$67,604	\$67,604	\$67,604	\$67,604	\$67,604	\$338,020	
6-7	Increase Recruitment Budget (6-15)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$25,000)	
Chapter 7: Community Involvement								
7-5	Reclassify Community Relations Specialist (7-11)	(\$5,251)	(\$5,251)	(\$5,251)	(\$5,251)	(\$5,251)	(\$26,255)	
7-7	Eliminate Outside Consultant (p.7-13)	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$22,500	
7-8	Resume Bi-monthly Publication (p.7-13)	(\$9,600)	(\$9,600)	(\$9,600)	(\$9,600)	(\$9,600)	(\$48,000)	
7-12	Create Newcomer Package (p.7-17)							(\$350)
7-18	Create Volunteer Coordinator (p.7-33)	\$23,000	\$23,000	\$23,000	\$23,000	\$23,000	\$115,000	
7-21	Create Executive Director of Foundation (p.7-39)	(\$25,080)	\$14,920	\$14,920	\$14,920	\$14,920	\$34,600	
7-22	Augment Business Partnerships (p.7-45)	\$7,500	\$15,000	\$15,000	\$15,000	\$15,000	\$67,500	
Chapter 8: Facilities Use and Management								
8-1	Reorganize Facility Management Functions (p.8-4)	(\$115,000)	(\$138,000)	(\$138,000)	(\$138,000)	(\$138,000)	(\$667,000)	
8-3	Restructure Direct Purchase Program (p.8-14)	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000	\$1,500,000	
8-5	Eliminate Coordinator's Position (p.8-17)	\$61,000	\$61,000	\$61,000	\$61,000	\$61,000	\$305,000	
8-7	Create Passive Order System (p.8-22)	\$24,600	\$24,600	\$24,600	\$24,600	\$24,600	\$123,000	
8-8	Employ Energy Coordinator (p.8-24)	\$5,000	\$20,000	\$20,000	\$20,000	\$20,000	\$85,000	
Chapter 9: Asset and Risk Management								
9-3	Develop Quarterly Newsletter (p.9-14)	(\$300)	(\$300)	(\$300)	(\$300)	(\$300)	(\$1,500)	
9-8	Implement Bar Coding System (p.9-21)							(\$60,000)
Chapter 10: Financial Management								
None								

**EXHIBIT 3 (Continued)**  
**SUMMARY OF POTENTIAL SAVINGS AND COSTS IN CLAY COUNTY**

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1998-1999	1999-2000	2000-01	2001-02	2003-2003		
Chapter 11: Administrative and Instructional Technology								
11-2	Create Senior Programmer/Analyst (p.11-12)	(\$6,200)	(\$6,200)	(\$6,200)	(\$6,200)	(\$6,200)	(\$31,000)	
11-7	Allow Overtime (p.11-24)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$100,000)	
Chapter 12: Purchasing								
12-5	Establish Recycling Program (p.12-11)	(\$1,500)	\$65,000	\$80,000	\$80,000	\$80,000	\$303,500	
Chapter 13: Transportation								
13-3	Install Doors at Middleburg (p.13-12)							(\$75,000)
13-8	Eliminate Driver Uniforms (p.13-19)	\$43,404	\$43,404	\$43,404	\$43,404	\$43,404	\$217,020	
13-9	Eliminate Part-time Benefits (p.13-21)	\$0	\$61,000	\$122,000	\$183,000	\$244,000	\$610,000	
13-11	Eliminate Courtesy Riders (p.13-26)	\$352,370	\$326,370	\$326,370	\$326,370	\$326,370	\$1,657,850	
13-12	Eliminate Dirt Road Service (p.13-27)	\$12,370	\$12,370	\$12,370	\$12,370	\$12,370	\$61,850	
13-13	Purchase Computer Software (p.13-29)							(\$2,000)
Chapter 14: Food Service								
14-2	Add Food Service Specialist (p.14-14)	\$0	(\$43,900)	(\$43,900)	(\$43,900)	(\$43,900)	(\$175,600)	
14-3	Delete Half-time Position Benefits (p.14-17)	\$0	\$21,300	\$37,300	\$47,900	\$53,200	\$159,700	
14-5	Reduce Food Costs (p.14-21)	\$115,900	\$115,900	\$115,900	\$115,900	\$115,900	\$579,500	
Chapter 15: Safety and Security								
15-11	Eliminate Security Guard Program (p.15-20)	\$26,400	\$52,800	\$52,800	\$52,800	\$52,800	\$237,600	
TOTAL SAVINGS		\$1,830,774	\$2,636,256	\$2,828,256	\$2,999,856	\$3,066,156	\$13,361,298	
TOTAL (COSTS)		(\$287,931)	(\$328,251)	(\$328,251)	(\$328,251)	(\$328,251)	(\$1,600,935)	
TOTAL NET SAVINGS		\$1,542,843	\$2,308,005	\$2,500,005	\$2,671,605	\$2,737,905	\$11,760,363	(\$137,350)

<b>Total Five-Year Net Savings Minus One-Time Costs</b>	<b>=</b>	<b>\$11,623,013</b>
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## 1.0 INTRODUCTION

### 1.1 Overview

Section 11.515, Florida Statutes, was created by the 1996 Florida Legislature for the purpose of conducting performance reviews of school districts in Florida. The statute provides that the Office of Program Policy Analysis and Government Accountability (OPPAGA) contract with private firms to conduct performance reviews of identified school districts. As stated in the bill which called for the creation of this statute:

*Public officials and citizens need to know if government funds are handled with the highest level of efficiency and productivity to ensure a quality education for students....*

The bill also stated that:

*School Board members and Superintendents can benefit from an objective and professional review of their school district's management and performance.*

The purpose of the Florida school district performance review is to identify ways that a designated school district can:

- save funds;
- improve management; and
- increase efficiency and effectiveness.

On November 7, 1997, (OPPAGA) contracted with MGT of America, Inc. to conduct a performance review of the Clay County School District.

The entire review process was completed in a five-month time period. The major activities were scheduled and accomplished as displayed in Exhibit 1-1. In the methodology section that follows, the various mechanisms that were used to maximize community and employee involvement in the initial phase of the performance review are described. Throughout the project, every effort was made to minimize disruptions to schools and to the central office.

Appreciation is expressed to members of the Clay County School Board, Superintendent David Owens, and school district employees, students and community residents who provided information during the preparation for, and implementation of, on-site activities. Special appreciation is expressed to Mr. Ben Wortham, Deputy Superintendent, who was assigned by the Superintendent as liaison with MGT for the review. We appreciate his efforts in providing requested documents, office space, meeting room facilities, and helpful staff to accommodate the MGT team's on-site needs.

**EXHIBIT 1-1**  
**CLAY COUNTY SCHOOL DISTRICT PERFORMANCE REVIEW**  
**MAJOR ACTIVITIES BY MONTH**

<b>MONTH</b>	<b>MAJOR ACTIVITIES</b>
November 1997	<ul style="list-style-type: none"> <li>■ Signed contract between MGT and OPPAGA with consent of Joint Legislative Committee.</li> <li>■ Conducted initial meetings between MGT and officials of Clay County and OPPAGA.</li> <li>■ Designed interview and focus group instruments.</li> <li>■ Obtained and analyzed existing reports and materials on Clay County obtained from the district and state.</li> <li>■ Developed profiles of the district.</li> <li>■ Designed surveys for use with Clay County district administrators, principals, and teachers.</li> </ul>
December 1997	<ul style="list-style-type: none"> <li>■ Conducted surveys of central office administrators, principals, and teachers.</li> <li>■ Conducted diagnostic review (Week of December 1, 1997).</li> <li>■ Held public hearing on December 4, 1997 (CHARRETTE).</li> <li>■ Conducted interviews and summarized findings from interviews with School Board members, senior administrators, and community leaders, and focus group sessions with selected groups.</li> <li>■ Visited schools.</li> <li>■ Tailored guidelines for the performance review to reflect unique local conditions as well as public and employee input and concerns in Clay County.</li> </ul>
January 1998	<ul style="list-style-type: none"> <li>■ Conducted in-depth on-site review (Week of January 5, 1998).</li> <li>■ Visited schools.</li> <li>■ Collected and analyzed additional information as needed.</li> </ul>
February 1998	<ul style="list-style-type: none"> <li>■ Developed first draft of final report.</li> <li>■ Presented first draft to Clay County School District.</li> </ul>
March 1998	<ul style="list-style-type: none"> <li>■ Submitted second draft report.</li> <li>■ Prepared final report.</li> <li>■ Distributed final report to the public.</li> </ul>
April 1998	<ul style="list-style-type: none"> <li>■ Presented final report to school board.</li> </ul>



## **1.2 Methodology**

### ***Stakeholder Involvement***

During the week of December 1st, on-site interviews were conducted in the Clay County School District. Interview participants consisted of business leaders, chairpersons and members of various advisory committees, parents, and concerned citizens. The public hearing or CHARRETTE was conducted December 4, 1997 at the School Board Office in Green Cove Springs from 5:00 to 9:00 p.m. A total of 29 community representatives participated. The results of the public hearing are shown in Exhibit 1-2.

Over 100 internal and external stakeholders were interviewed for the public input phase of the performance review. Stakeholders were interviewed individually or in focus groups between December 1st and 5th.

External stakeholders included persons who were identified either by school district administrators or by referrals from other stakeholders in the community. Selection and referral criteria for the interviews were based on knowledge and/or interest in the district such as community leaders, parents, business persons, PTA members, teachers, members of civic organizations, retired citizens and citizens who previously had children in public schools.

### ***Employee Surveys***

To secure the initial involvement of central office administrators, school principals, and teachers in determining the scope of the performance review, individual surveys were conducted. Surveys provided administrators and teachers the opportunity to express their opinions on the way the school district was operating and to recommend opportunities to improve efficiency and effectiveness.

The written surveys provided statistically reliable information on the perceptions and opinions of school-based and non-school-based administrators as well as teachers, and the surveys allowed the review team to determine how the opinions and perceptions of central office administrators, school administrators, teachers, and the community differed. In addition, the survey responses of Clay County employees were contrasted with the survey responses obtained in previous performance reviews to provide benchmark comparisons with employees in other school systems across the country. The survey results and comparisons are included in Chapter 3 with instruments and survey results in Appendices A and B.

### ***Diagnostic Review***

The results of the surveys and focus groups were used to ensure that major issues of concern were addressed during the performance review. Additionally, requests from individuals and groups who wanted to provide information either during the on-site phase of the project or by telephone were accommodated. Concerned citizens who were aware of the review expressed their opinions about various aspects of performance within the Clay County School District. Common issues were then incorporated into the scope of the performance review.

**EXHIBIT 1-2  
SUMMARY OF PUBLIC HEARING  
(CHARRETTE)**

The format for the CHARRETTE was to provide newsprint on the cafeteria walls which was used for comments of a specific issue or functional area being addressed in the performance review. The summary below shows the areas that received comments. Please note that not all areas covered in the review received comments. Also note that these comments reflect perceptions expressed by a very small segment of the community. The perceptions may not agree with the true situation.

**Governance and Administration**

Superintendent gets along well with Board.

High staff morale.

Principals feel well-supported by the Superintendent.

Need more training on site-based decision-making for central office staff.

Central office staff needs to spend more time in schools.

Principals and vice principals are not provided adequate orientation and training.

Principals need more authority to eliminate poor teachers.

Since site-based management is not defined, issues such as exams are left up to individual schools.

**Personnel/Human Resources**

Problem with getting effective substitutes at some schools.

Application process is unnecessarily complicated.

Additional recruitment of minority teachers needed.

Substitute teachers need training.

Too many teachers teaching out of field.

Teacher evaluation system should be based more on performance.

**Facilities**

Schools are well-maintained.

Too many portables and inefficiencies associated with the portables (no bathrooms, bathrooms at a great distance).

Large number of students and small auditoriums/cafeteriums at many schools prevents school-wide assemblies.

Covered walkway in poor condition at Lakeside Junior High.

Not all student pathways between buildings are covered.

Vo-Tech students are building portables relatively cheaply.

**Food Services**

Too many carbohydrates; not enough vegetables served.

Employees are not asked for input on the quality of food.

No breakfast program available for students who are bused.

Split in lunch schedules causes some to eat too early and some too late.

**EXHIBIT 1-2 (Continued)**  
**SUMMARY OF PUBLIC HEARING (CHARRETTE)**

**Instructional Services/Educational Programs**

Needs of gifted students are well-met.

Textbooks were eight weeks late at some schools this year.

Technology is not integrated into curriculum.

There should be more information to schools from central office in addition to achievement scores.

Student/teacher ratio is too high.

Inclusion for ESE kids needs to be better defined.

Students are not graduating "market ready" with basic business skills. Need more emphasis on training and apprenticeships; not every student will go to college.

**Financial Management/Purchasing**

Only 25 percent of profit made is retained at school level, rest is given back to general fund.

District received the highest increase in per pupil funding than any other district this year.

Good bidding process.

Teachers brag about fact they have enough supplies and materials.

**Safety and Security**

Aggressive behavior of students is on the increase.

Number of high-risk students is increasing.

School rules in handbook are not implemented uniformly.

**Public Relations and Community Involvement**

Lack of district focus on public relations and community involvement has caused significant problems.

Every school is on its own as far as public relations.

Relationship with press is minimal.

The district is not making use of Channel 29 – their own television channel.

Parents don't feel comfortable talking to teachers and administrators.

**Technology**

Repair of computers is terrible.

Inequity among schools for networking.

Technology training is lacking.

Insufficient computers in the classroom.

Teachers are not trained.

**Transportation**

Bus drivers care about kids.

Training for bus drivers is an issue.

Why don't kids on school buses wear safety belts?

Field trips were limited this year due to lack of transportation funds.

### ***In-Depth On-Site Review***

During the week of January 5, 1998, a total of 10 members from the MGT project team were involved in on-site work. These individuals were organized into specialized teams that examined components of the following 11 systems as defined in the OPPAGA Request for Proposals (RFP) project work plan:

- School District Organization and Management
- Educational Service Delivery and Performance Measures
- Personnel Management
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management
- Purchasing and Warehouse Services
- Food Service
- Transportation
- Safety and Security

In addition, MGT analyzed both instructional and administrative technology within the district.

The systematic assessment of the district was aided by MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. Following the collection and analysis of existing data, and new information from community input and surveys, guidelines were developed to reflect local rules and regulations, the unique conditions of Clay County School District, and the input of local residents, community leaders, central office administrators, principals, teachers, and students.

The on-site review included meetings with most district-level and school-level staff, and the subsequent review of data and documentation provided by these individuals. Members of the review team conducted formal visits to over two-thirds of the district's schools (see Exhibit 1-3).

On-site visits incorporated information from principals, teachers and other staff involved with the various components of the 12 district operations that were identified above. More than 100 campus-level employees were interviewed by one of the members of the MGT performance review team during this time.

### **1.3 Overview of the Clay County School District**

#### **Schools and Students**

With an estimated 1994 population of almost 118,000 residents, Clay County is slightly larger than the average sized county in Florida, ranking 41st out of 67th. The county's growth rate from 1990 to 1995 of 11.1 percent was higher than the state growth rate of 9.5 percent. The Florida Department of Commerce projections indicate that Clay County's growth rate will continue to increase more rapidly than that of Florida. Between 1992 and 2010, Florida is expected to grow 33.86 percent and Clay County is expected to grow 48.74 percent.

**EXHIBIT 1-3  
SCHOOLS VISITED IN THE  
CLAY COUNTY SCHOOL DISTRICT**

<b>ELEMENTARY SCHOOLS</b>	<b>MIDDLE SCHOOLS</b>	<b>HIGH SCHOOLS</b>
Grove Park C.E. Bennett Paterson W.E. Cherry Fleming Island Clay Hill Wilkinson Lakeside McRae S. Bryan Jennings Tynes	Green Cove Springs Middle Wilkinson Junior Lakeside Junior	Orange Park High Clay High Middleburg High Keystone Junior/Senior High

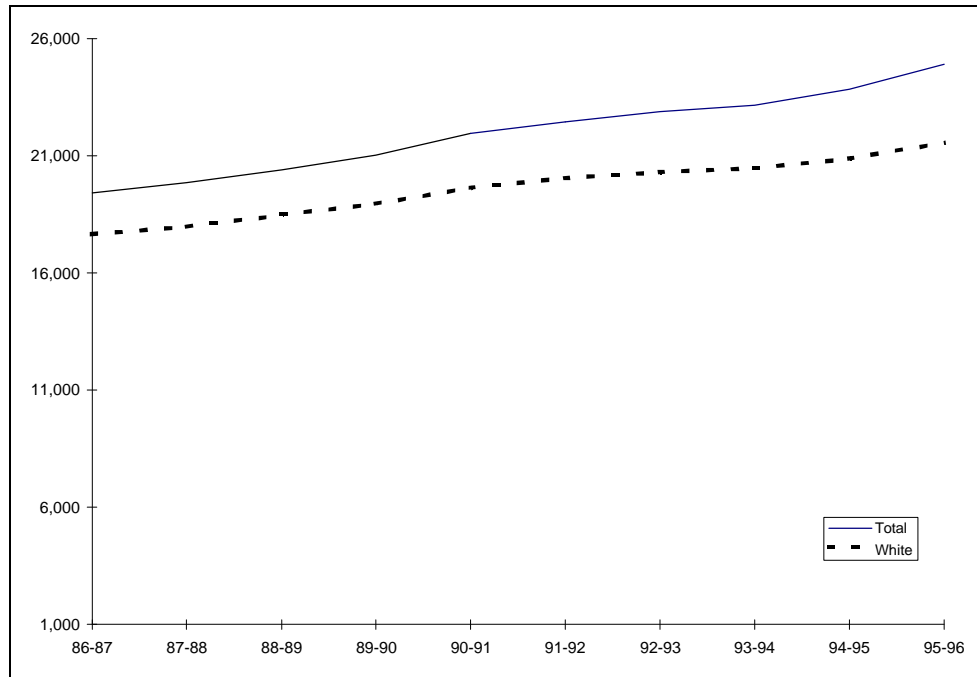
Source: MGT on-site visits, December 1997 and January 1998.

Clay County has a relatively young population, with a median age between 30 and 34.9 years. Ninety three (93) percent of its residents are White, the 12th highest percentage in the State. The state's total nonwhite percentage was 15.46 percent. Retail trade and services are the industries that employ the largest numbers of Clay County residents. Clay County's 1992 unemployment rate was 6.5 percent, which was the 14th lowest rate in the state. The 1992 unemployment rate for the State as a whole was 8.2 percent. Based on 1990 census data, the percentage of persons 25 years old and over without a high school diploma was 18.8 percent, the percentage with a high school diploma (or equivalency) was 81.2, while 30.2 percent attended at least some college.

The Department of Education Public School Membership Data for Fall 1996 show the Clay County School District with a student population of 24,875 students, 23rd in the State in size. With 2,449 full-time staff, the district is slightly smaller than the state average.

The Clay County School District has shown slow growth in student enrollment over the past several years (see Exhibit 1-4). As can be seen, in 1986-1987, White students comprised 91 percent of the population. In 1995-1996, Whites comprised 87 percent. This indicates a slightly lower growth rate among the White student population in the district.

**EXHIBIT 1-4  
CLAY COUNTY SCHOOL DISTRICT  
STUDENT ENROLLMENT TRENDS  
1986-87 THROUGH 1995-96**



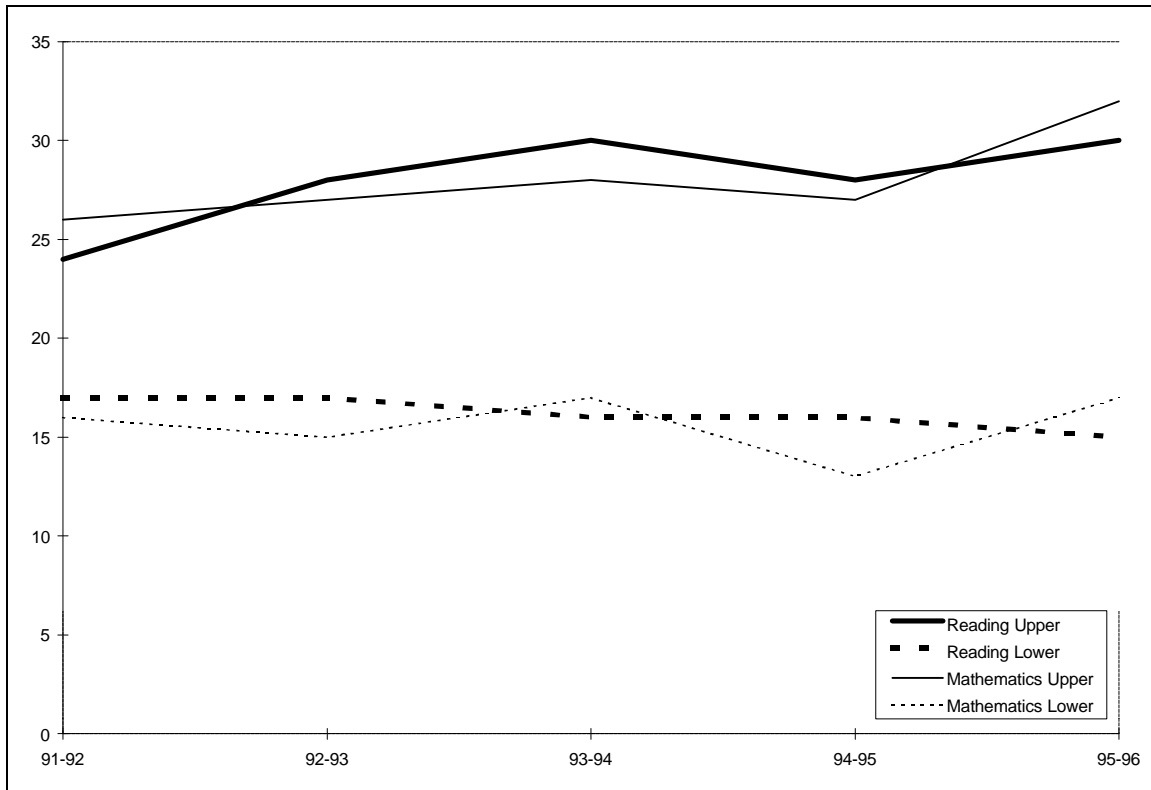
Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95 and 1995-96, Student and Staff Data*, Florida Department of Education.

Exhibit 1-5 provides information on the trends in the percentage of students in the upper and lower quartiles on the Grade Ten Assessment Test (GTAT) in both reading comprehension and mathematics. The percentage of students scoring in the lower quartile in mathematics has decreased from 1991-92 to 1992-93, and then increased in 1993-94 and again decreased in 1994-95. The percentage of students in the lower quartile in mathematics increased by four percent from 1994-95 to 1995-96. The percentage of students scoring in the lower quartile on reading comprehension did not change from 1991-92 to 1992-93, then decreased in 1993-94, remained steady in 1994-95, and decreased one percent in 1995-96.

The percentage of students scoring in the lower quartile for reading comprehension decreased one percent from 1994-95 to 1995-96. The percentage of students scoring in the upper quartile in reading comprehension increased from 1991-92 to 1993-94, and then decreased to the 1991-92 percentage in 1994-95. The scores increased again in 1995-96, reaching the 1993-94 level.

The percentage of students scoring in the upper quartile in mathematics has also fluctuated. Between 1991-92 and 1993-94 the percentage increased, and the percentage decreased from 1993-94 to 1994-95. For the 1995-96 school year, Clay County School District ranked in the 30th median national percentile on the GTAT reading component and in the 32nd percentile on the mathematics component.

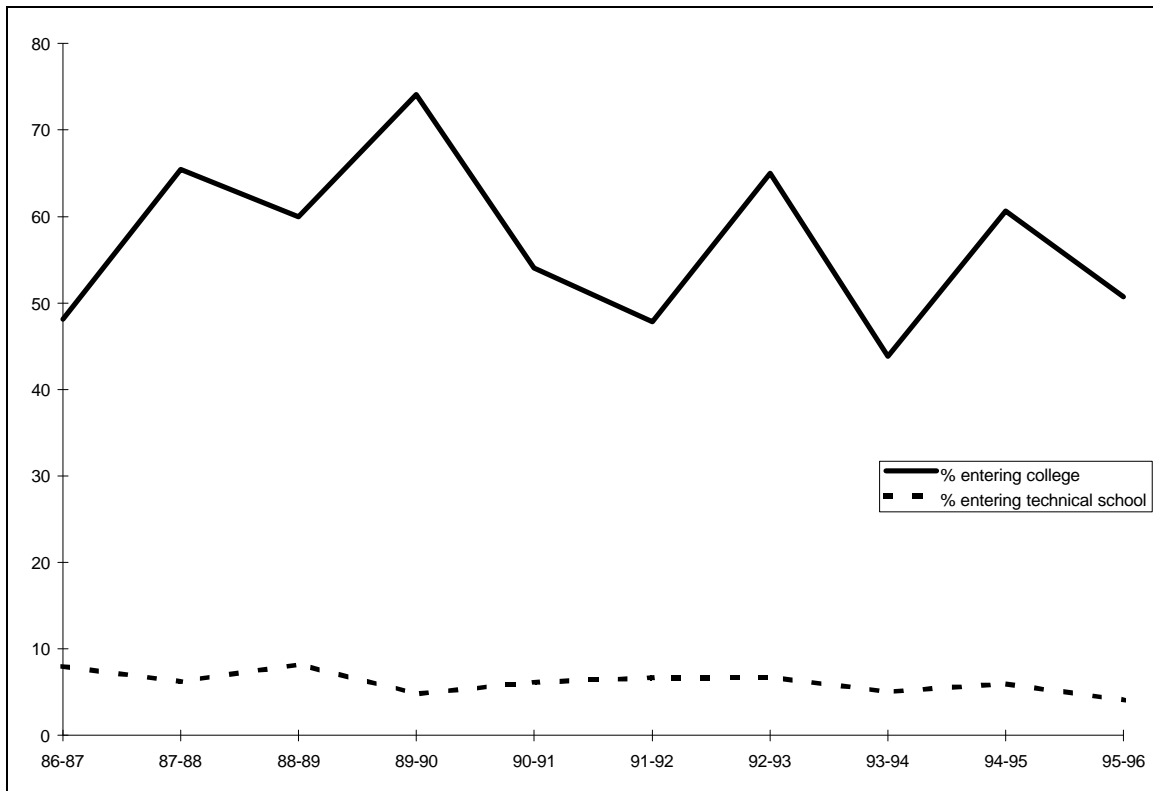
**EXHIBIT 1-5**  
**CLAY COUNTY SCHOOL DISTRICT**  
**TRENDS IN PERCENTAGE OF STUDENTS IN UPPER AND LOWER**  
**QUARTILES GRADE TEN ASSESSMENT TEST**  
**1991-92 THROUGH 1995-96**



Source: *Statistical Brief: Profiles of Florida School Districts, 1991-92, 1992-93, 1993-94, 1994-95 and 1995-96, Student and Staff Data*, Florida Department of Education.

Another indicator of student achievement is the percentage of students who enter college or technical school upon graduation. Exhibit 1-6 provides this information for the district for the past decade. As the exhibit shows, the percentage of students entering college has fluctuated greatly, but generally increased since 1986-87. In 1995-96, the percentage of students entering college was 50.7 percent. The percentage of students entering technical school has been small and has been over 6.9 percent only twice. The percentage of students entering technical school in 1995-96 was 4.1 percent.

**EXHIBIT 1-6**  
**CLAY COUNTY SCHOOL DISTRICT**  
**TRENDS IN PERCENTAGE OF STUDENTS**  
**ENTERING COLLEGE AND TECHNICAL SCHOOL**  
**1986-87 THROUGH 1995-96**



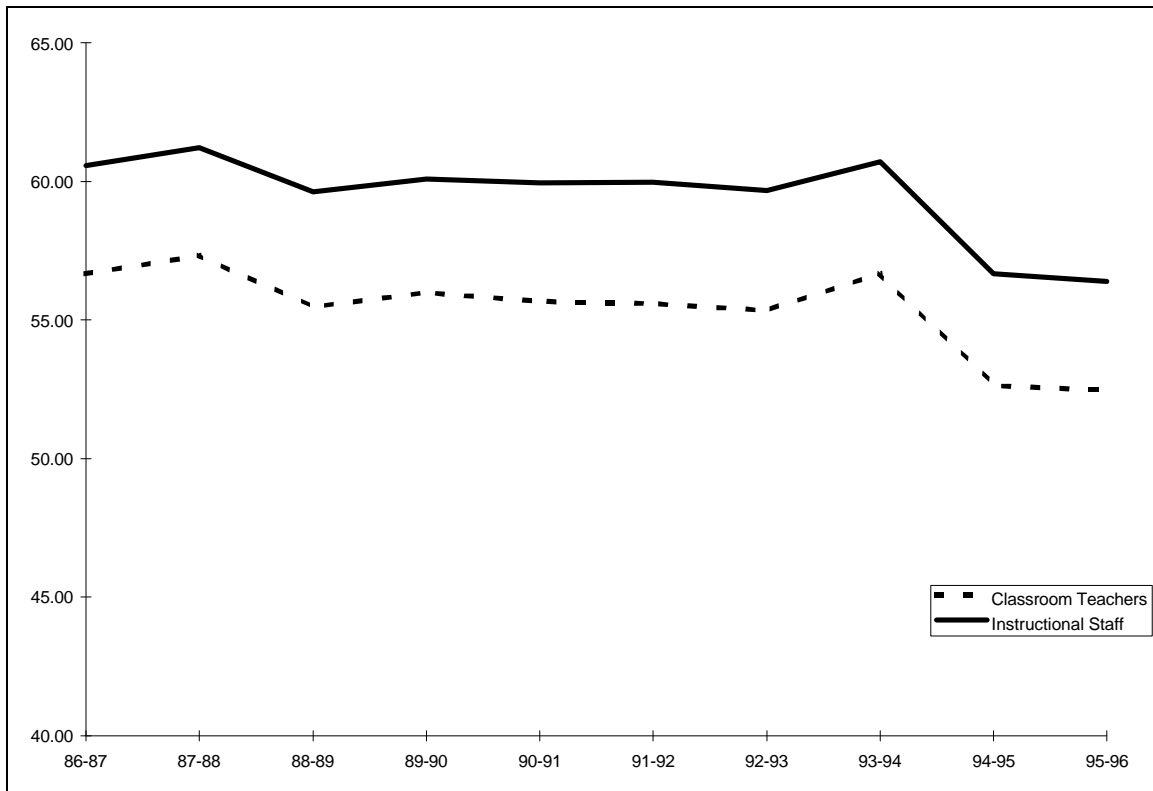
Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87 through 1995-96, Student and Staff Data*, Florida Department of Education.

## Staff

Exhibit 1-7 provides the number of classroom teachers and total instructional staff per 1,000 students over time. The exhibit shows that the number of instructional staff per 1,000 students remained about the same between 1986-87 and 1993-94. The number then fell slightly between 1993-94 and 1994-95. The number of instructional staff per 1,000 students in 1995-96 was 56.4. As the exhibit shows, the number of classroom teachers per 1,000 students also varied little between 1986-87 and 1993-94. Between 1993-94 to 1994-1995, the number of classroom teachers per 1,000 students decreased four percent. In 1995-96, there were 52.4 classroom teachers per 1,000 students.



**EXHIBIT 1-7  
CLAY COUNTY SCHOOL DISTRICT  
TRENDS IN NUMBER OF INSTRUCTIONAL STAFF  
PER 1,000 STUDENTS  
1986-87 THROUGH 1995-96**

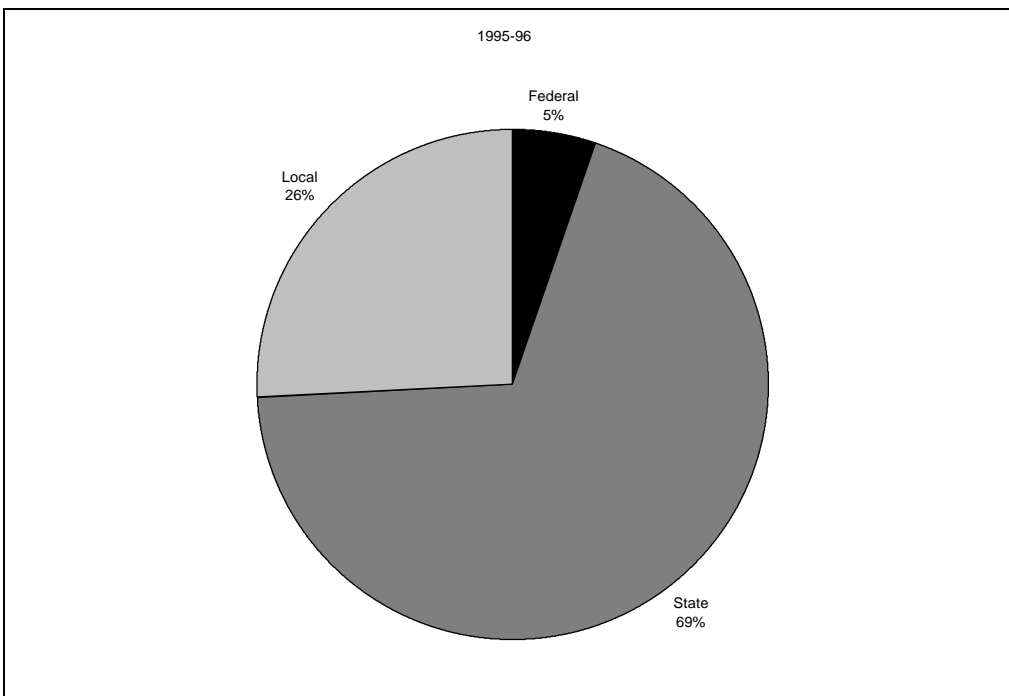
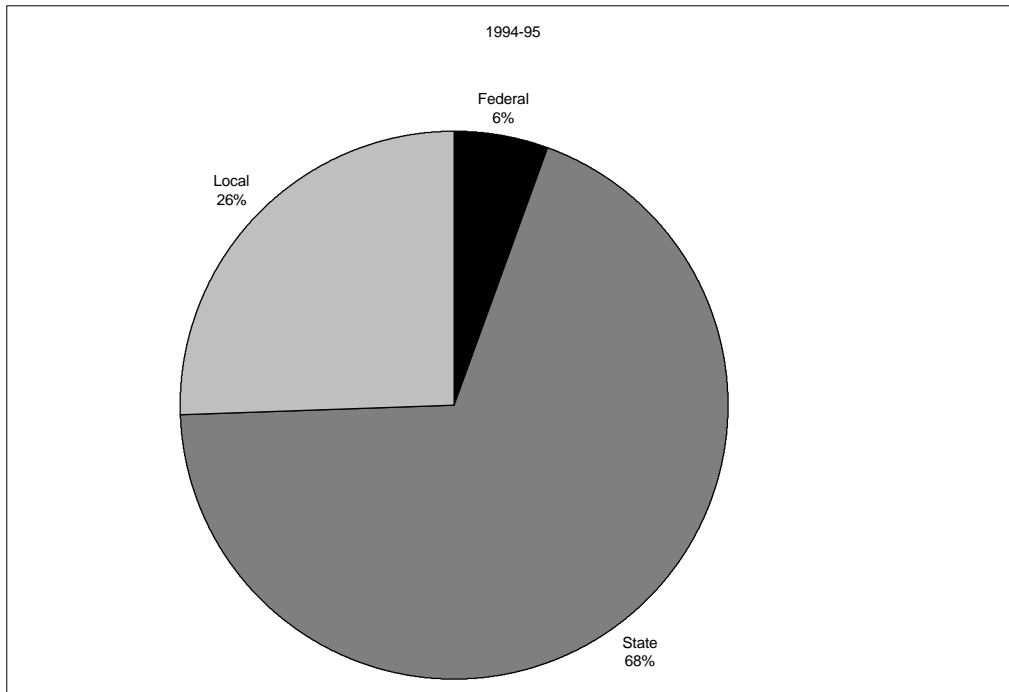


Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95 and 1995-96, Student and Staff Data*, Florida Department of Education.

## Revenue and Expenditures

Exhibit 1-8 shows revenue trends. As can be seen, the Clay County School District's sources of revenue have remained approximately the same between 1994-95 and 1995-96. The amount of federal funding decreased by only one percent, from six percent to five percent, while local funding remained at 26 percent. However, the amount of state funding has increased from 68 percent to 69 percent.

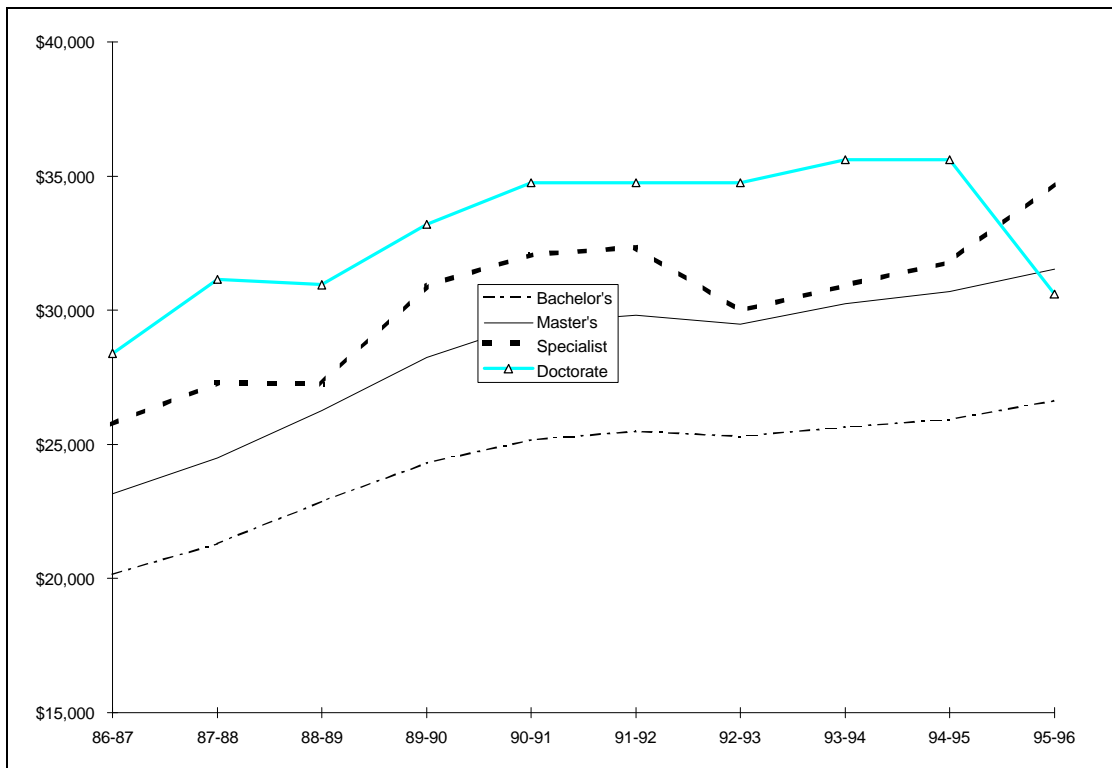
**EXHIBIT 1-8  
CLAY COUNTY SCHOOL DISTRICT  
REVENUE SOURCES  
1994-95 AND 1995-96**



Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95 and 1995-96, Student and Staff Data*, Florida Department of Education.

Exhibit 1-9 provides information on average teacher salaries for the past 10 years within the Clay County School District. As can be seen, average teacher salaries have fluctuated at about the same rates throughout the decade. Average salaries decreased between 1991-92 and 1992-93 for specialist degrees, while average salaries for doctorate degrees decreased sharply between 1994-95 and 1995-96.

**EXHIBIT 1-9  
CLAY COUNTY SCHOOL DISTRICT  
TRENDS IN TEACHER SALARIES  
1986-87 THROUGH 1995-96**



Source: *Statistical Brief: Profiles of Florida School Districts, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95 and 1995-96, Student and Staff Data, Florida Department of Education.*

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## **2.0 STATISTICAL PROFILE OF THE CLAY COUNTY SCHOOL DISTRICT**

One aspect of a comprehensive school district management study is to examine how the district compares with similar school districts and with the school district average in Florida. Accordingly, ratios of enrollment, personnel and financial data were calculated and used as indicators of the strengths and weaknesses which currently exist within the Clay County School District. These ratios contribute to an understanding of the unique demographic characteristics, resources, and expenditures of the Clay County School District and supplement the analysis of the issues and challenges faced by school district managers.

Two sets of comparative data are used to describe the Clay County School District. First, comparisons are made with selected Florida school districts identified as similar to Clay County. The comparison districts are listed in Exhibit 2-1 with student memberships. Second, comparisons are made with averages for the State of Florida as a whole.

### **EXHIBIT 2-1 COMPARISON DISTRICTS AND ENROLLMENTS FALL 1996**

<b>SCHOOL DISTRICT</b>	<b>STUDENT MEMBERSHIP</b>
Clay	25,915
Alachua	29,648
Bay	25,665
Lake	26,133
Osceola	27,376
St. Johns	16,365
Average	25,184
Average without Clay	25,037
State	2,240,283

Source: Statistical Brief, Membership in Florida Public Schools Fall 1996, Florida Department of Education, December 1996.

In addition to comparisons with these five selected school districts throughout this report, comparisons are also made to best practices seen in other school districts, as appropriate, throughout the country.

Information displayed in the exhibits of this chapter include data from the following reports:

- *Profiles of Florida School Districts (Student and Staff Data)*, Florida Department of Education, 1995-96.
- *Profiles of Florida School Districts (Financial Data)*, Florida Department of Education, 1995-96.

- *Analysis of District Expenditures and Program Cost Factors, Florida Education Finance Program*, Florida Department of Education, 1995-96.
- *Statistical Brief*, Florida Department of Education, December 1996 and March 1997.
- *Division of Public Schools, Florida Education Finance Program, Third Calculation, 1996-97*. Florida Department of Education, December 1996.

While state-level data may contain some inaccuracies, MGT has found that such comparisons in school districts throughout the nation have provided a more reliable comparison than contacting each district to obtain comparable data since the State Departments of Education use standard definitions for submission of data by individual school districts. Furthermore, the data contained in this chapter are used to serve as indicators to identify trends and issues, and not used to draw conclusions or make recommendations.

## **2.1 School Characteristics**

Exhibit 2-2 displays the number and types of schools within the Clay County School District and the comparison districts. As evidenced by the exhibit:

- Clay County has the second lowest total number of schools of the comparison districts with 29.
- The number of other types of schools in Clay County is the lowest among the comparison districts.

**EXHIBIT 2-2  
DISTRICT SCHOOL CHARACTERISTICS  
1995-96**

SCHOOL DISTRICT	ELEMENTARY SCHOOLS	MIDDLE/JUNIOR HIGH SCHOOLS	SENIOR HIGH SCHOOLS	OTHER* TYPES OF SCHOOLS	TOTAL
Clay	16	5	5	3	29
Alachua	23	7	5	14	49
Bay	19	5	3	8	35
Lake	17	8	6	16	47
Osceola	14	6	8	4	32
St. Johns	12	5	3	6	26
State Total	1,514	425	352	712	3,003

Source: Profiles of Florida School Districts 1995-96, Student and Staff Data, Florida Department of Education, December, 1996.

\*Note: Other types of schools include vocational schools, alternative schools, and exceptional student schools as defined by the state.

## **2.2 Student Characteristics**

Exhibit 2-3 tabulates student characteristics. As can be seen:

- Clay County has the highest percentage of White students among the comparison districts with 86 percent.
- Clay County has the lowest percentage of African American students among the comparison districts with nine percent.
- Clay County is above the state percentage for Whites and below the state percentages for African Americans and Hispanics.

**EXHIBIT 2-3  
STUDENT CHARACTERISTICS  
RACIAL/ETHNIC DISTRIBUTION  
FALL 1996**

<b>SCHOOL DISTRICT</b>	<b>WHITE</b>	<b>AFRICAN AMERICAN</b>	<b>HISPANIC</b>	<b>ASIAN</b>	<b>AMERICAN INDIAN</b>	<b>TOTAL</b>
Clay	86%	9%	3%	2%	0%	25,915
Alachua	57%	37%	3%	2%	0%	29,648
Bay	81%	15%	1%	2%	0%	25,665
Lake	75%	18%	6%	1%	0%	26,133
Osceola	59%	10%	29%	3%	0%	27,376
St. Johns	80%	18%	1%	0%	0%	16,365
Average	73%	18%	7%	2%	0%	25,184
Average without Clay	70%	20%	8%	2%	0%	25,037
State	57%	25%	16%	2%	0%	2,240,283

Source: Statistical Brief, Membership in Florida Public Schools Fall 1996, Florida Department of Education, December 1996.

## **2.3 Staff Characteristics**

Exhibit 2-4 shows the staff characteristics and Exhibit 2-5 graphically depicts staff ethnicity by school district. These exhibits illustrate that:

***Statistical Profile of the Clay County School District***

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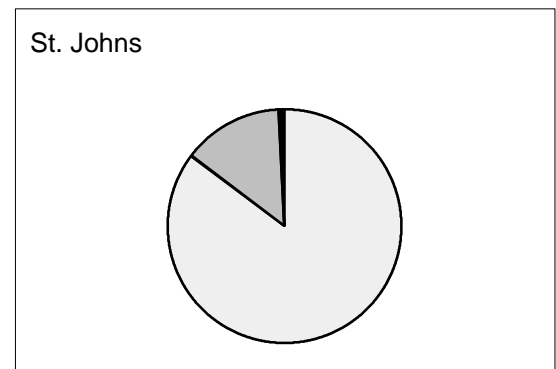
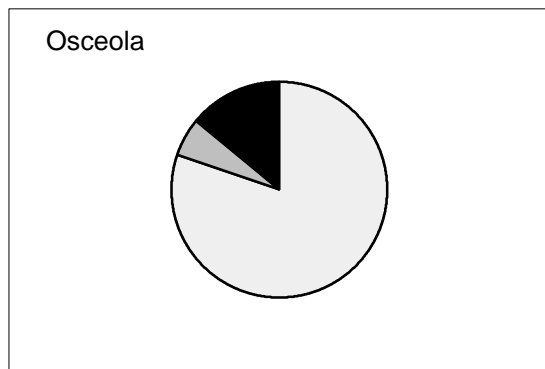
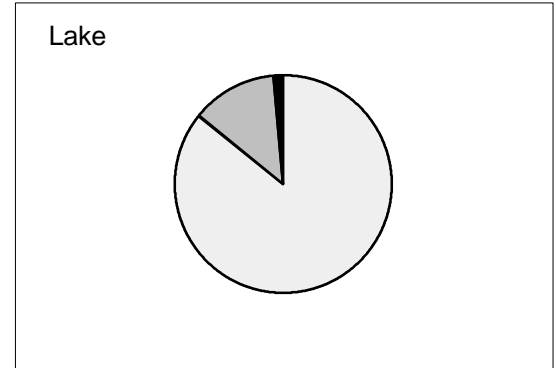
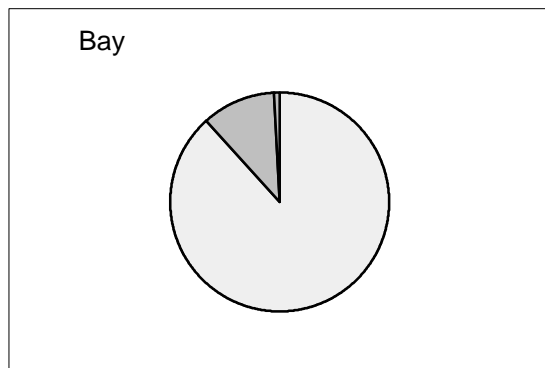
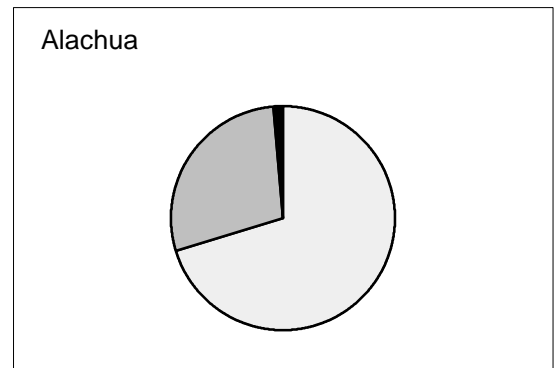
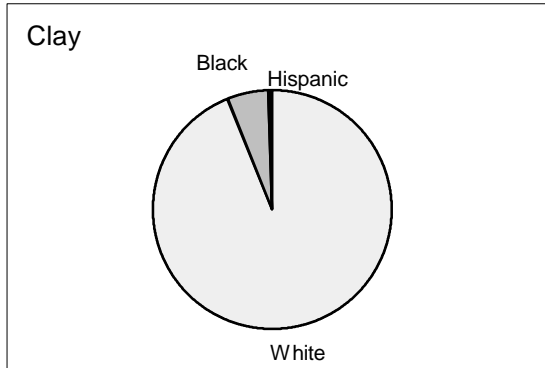
- Clay County is above the state percentages of the White staff category and below the state average for African American and Hispanic staff.
- Clay County has the highest percentage of White staff and the lowest percentage of African American staff among the comparison districts.

**EXHIBIT 2-4  
STAFF CHARACTERISTICS  
RACIAL/ETHNIC DISTRIBUTION  
FALL 1996**

<b>SCHOOL DISTRICT</b>	<b>WHITE</b>	<b>AFRICAN AMERICAN</b>	<b>HISPANIC</b>	<b>ASIAN</b>	<b>AMERICAN INDIAN</b>	<b>TOTAL</b>
Clay	93%	5%	1%	0%	0%	2,471
Alachua	70%	28%	1%	0%	0%	3,884
Bay	88%	11%	1%	0%	0%	2,993
Lake	86%	13%	1%	0%	0%	2,912
Osceola	80%	6%	14%	0%	0%	3,084
St. Johns	85%	14%	1%	0%	0%	1,938
Average	84%	13%	3%	0%	0%	2,880
Average without Clay	82%	14%	4%	0%	0%	2,962
State	71%	20%	8%	0%	0%	247,880

Source: Statistical Brief, Staff in Florida's Public Schools Fall 1996, Florida Department of Education, March 1997.

**EXHIBIT 2-5  
STAFF ETHNICITY BY SCHOOL DISTRICT  
FALL 1996**



Source: Statistical Brief, Staff in Florida's Public Schools Fall 1996, Florida Department of Education, March 1997.

Note: Asian/Pacific Islander and American Indian/Alaskan Natives are not shown because they represent less than one percent of total population in each school district.



## **2.4 Student and Staff Characteristics Comparison**

Based on the previous figures, Exhibit 2-6 provides an analysis of the percentage of staff ethnicity as compared to the percentage of student ethnicity. A comparison between staff and student ethnic percentages that is positive indicates that a greater percentage of staff of the particular ethnic group exists compared to the percentages of students of that ethnic group. As the exhibit shows:

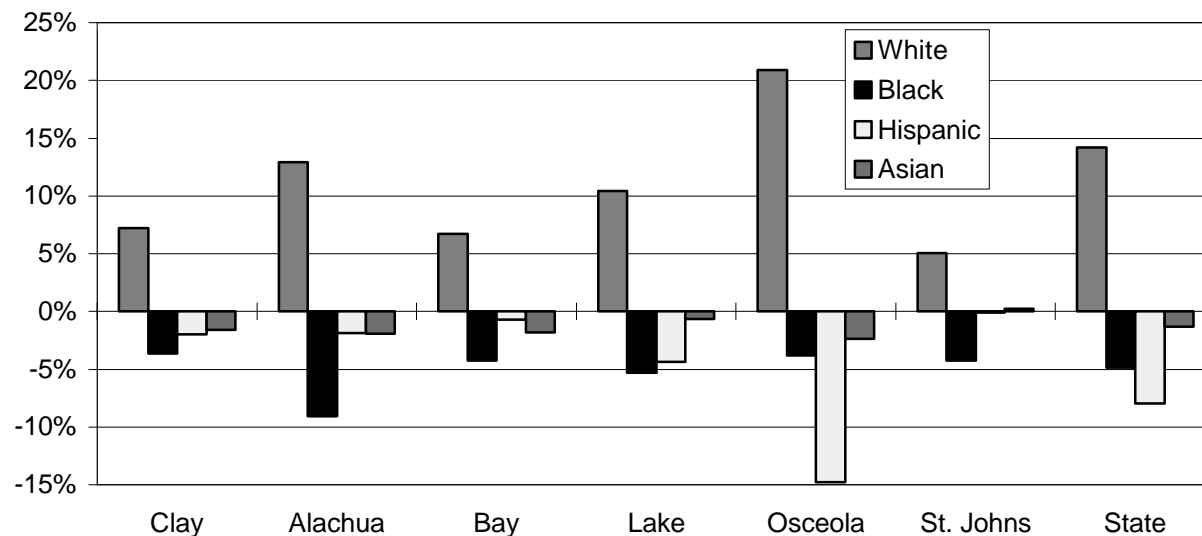
- In Clay County, the percentage of White staff exceeds the percentage of White students. The opposite is true for all other ethnic groups. This is also true for the state as a whole and for all the comparison districts, with the exception of Asians in St. John's County.
- Clay County, along with Bay, Osceola, and St. Johns has the lowest disparity among African Americans compared to other districts. African Americans comprise nine percent of the student population and five percent of the staff, a difference of four percentage points.
- The greatest percentage difference for Clay County is among Whites. The difference between the percentage of White staff and White students is seven percentage points.

## **2.5 Student - Staff Ratios**

Exhibits 2-7, 2-8, and 2-9 display the ratios of various staff types per 1,000 students.

- Clay County School District has the third highest number of administrative personnel per 1,000 students at 4.17, is slightly above the state average of 3.84, and almost equivalent to the comparison district average of 4.15.
- Clay County School District has the lowest ratio of instructional personnel to 1,000 students at 4.05. This is over half the rate of Osceola County which has 8.15 instructional personnel per 1,000 students.
- Clay County also has the second lowest ratio of teachers to 1,000 students at 50.82. They are second to Osceola County which has 50.01 teachers per 1,000 students.
- The ratio of support staff to 1,000 students in Clay County is the lowest among comparison districts with 36.31 employees per 1,000 students.

**EXHIBIT 2-6**  
**DIFFERENCE BETWEEN STAFF ETHNICITY PERCENTAGES AND STUDENT**  
**ETHNICITY PERCENTAGES**  
**FALL 1996**



Source: Statistical Brief, Staff in Florida's Public Schools Fall 1996, Florida Department of Education, March 1997.  
 Statistical Brief, Membership in Florida Public Schools Fall 1996, Florida Department of Education, December 1996.

**EXHIBIT 2-7  
NUMBER OF STAFF PER 1,000 STUDENTS  
FALL 1996**

<b>SCHOOL DISTRICT</b>	<b>ADMINISTRATIVE PERSONNEL</b>	<b>INSTRUCTIONAL PERSONNEL*</b>	<b>TEACHERS</b>	<b>SUPPORT STAFF</b>
Clay	4.17	4.05	50.82	36.31
Alachua	4.35	7.83	56.06	62.77
Bay	3.66	7.09	57.16	48.70
Lake	3.86	6.77	53.30	47.49
Osceola	3.07	8.15	50.01	51.43
St. Johns	5.81	6.78	62.88	42.96
Average	4.15	6.78	55.04	48.28
Average without Clay	4.15	7.32	55.88	50.67
State	3.84	5.84	54.62	46.35

Source: Statistical Brief, Staff in Florida's Public Schools Fall 1996, Florida Department of Education, March 1997.  
Statistical Brief, Membership in Florida Public Schools Fall 1996, Florida Department of Education,  
December 1996.

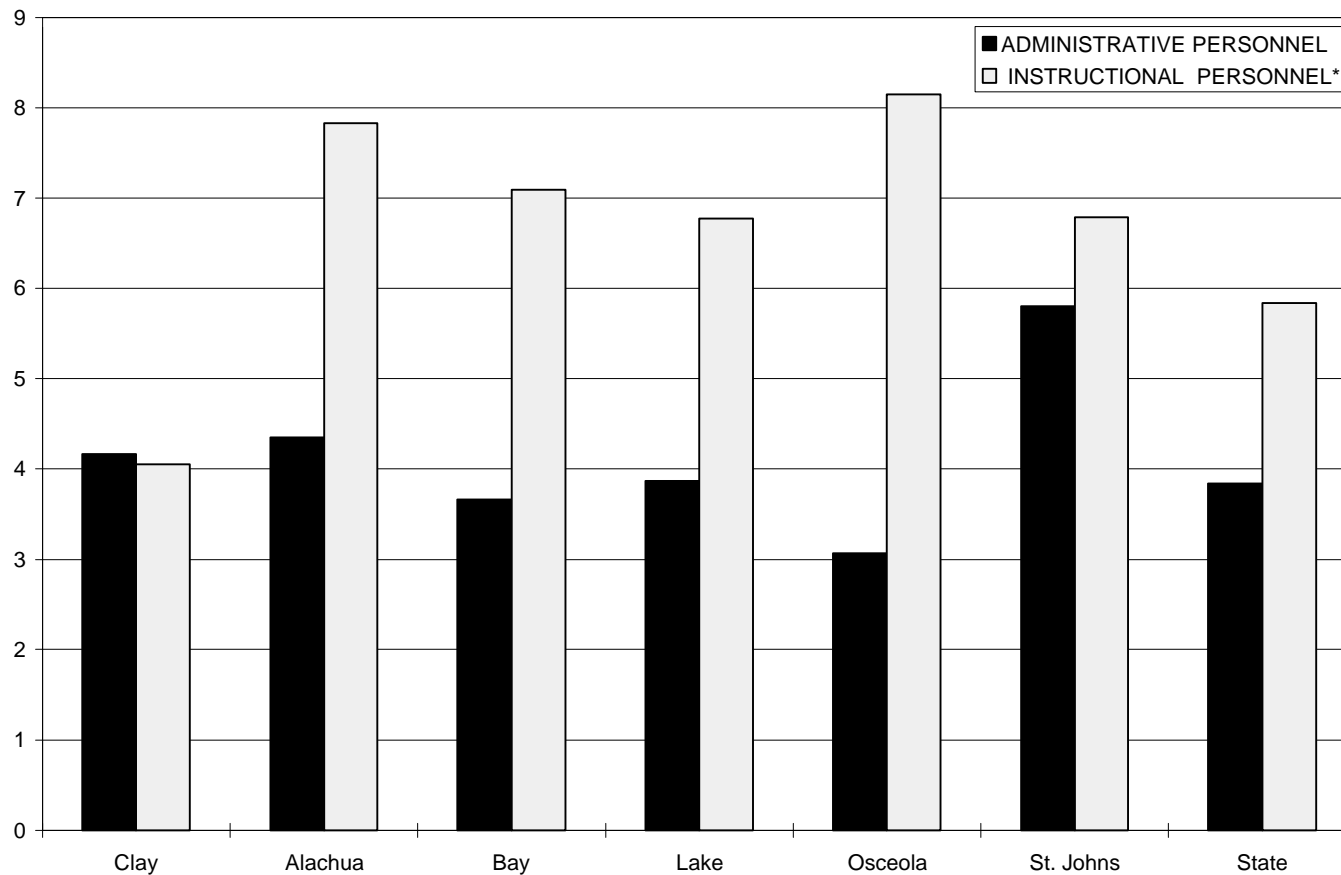
\*Instructional personnel include guidance counselors, school social workers, school psychologists, librarians/media specialists, and other professional non-administrative staff.

## **2.6 Personnel Ratios**

Exhibits 2-10 and 2-11 detail personnel ratios. As can be seen:

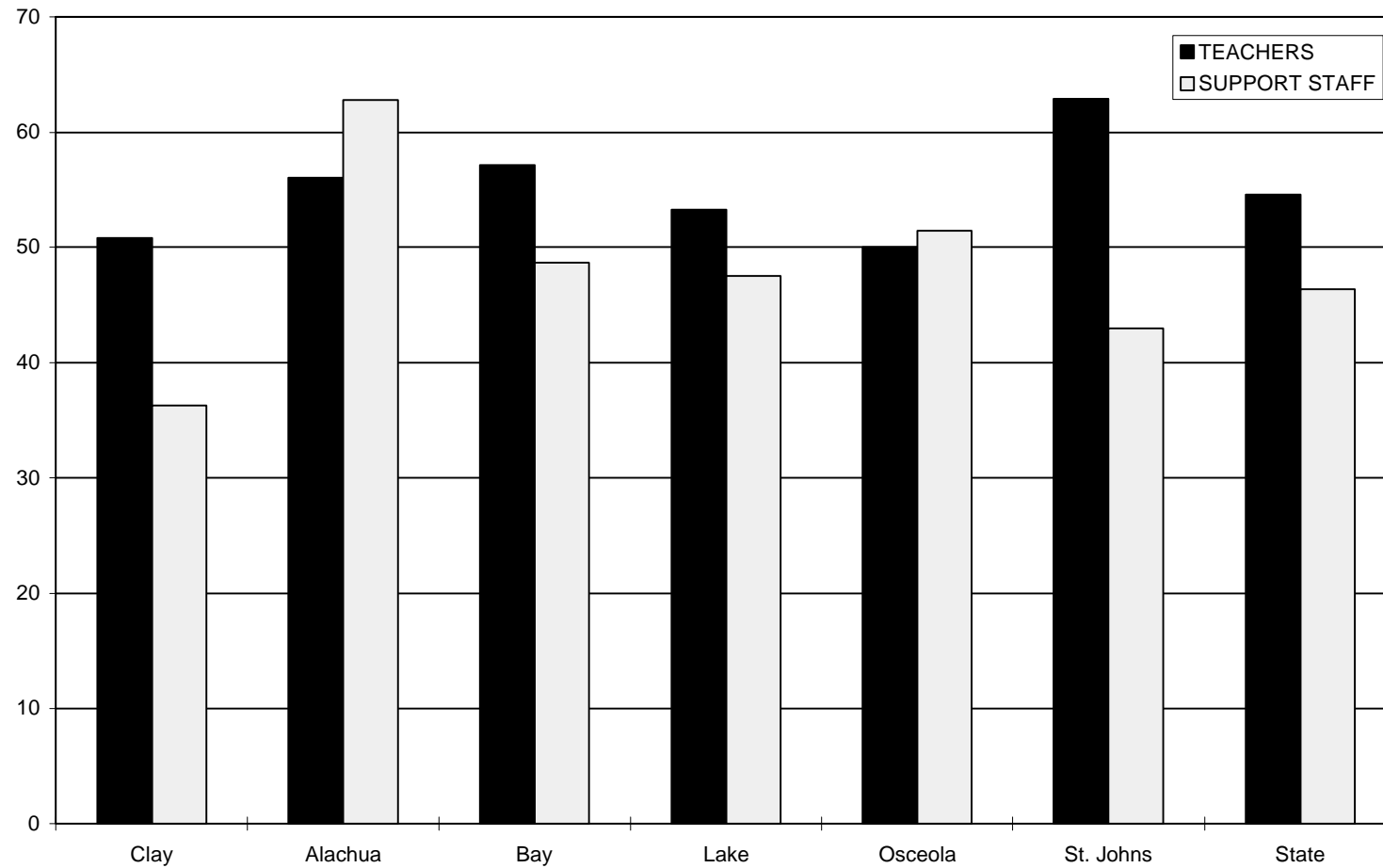
- With one administrator for every 11.75 classroom teachers, Clay County has fewer classroom teachers per administrator than all of the selected school districts except for St. Johns.
- Clay County's ratio of administrators to total staff (1:22) is the second lowest among comparison districts, and below the state average.
- The ratio of classroom teachers to students for Clay County (1:19), is the second highest among comparison districts and higher than the state level of 1:18.
- There is one teacher aide for every 10.5 classroom teachers in Clay County. The state ratio is one for every 4.5 classroom teachers. Clay County has the fewest teacher aides per teachers among the comparison districts.
- The ratio of guidance personnel to students in Clay County is 1:565. This is above the state average of 1:450 and the Clay County has fewer guidance counselors per student than any of the comparison districts.

**EXHIBIT 2-8**  
**ADMINISTRATIVE AND INSTRUCTIONAL STAFF PER 1,000 STUDENTS**  
**FALL 1996**



Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, March 1997.  
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996.

**EXHIBIT 2-9**  
**TEACHERS AND SUPPORT STAFF PER 1,000 STUDENTS**  
**FALL 1996**



Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, March 1997.  
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996.

**EXHIBIT 2-10  
PERSONNEL RATIOS  
FALL 1995**

<b>SCHOOL DISTRICTS</b>	<b>CLASSROOM TEACHERS TO ADMINISTRATORS</b>	<b>TOTAL STAFF<sup>1</sup> TO ADMINISTRATORS</b>	<b>STUDENTS TO CLASSROOM TEACHERS</b>	<b>CLASSROOM TEACHERS TO TEACHER AIDES</b>	<b>STUDENTS TO GUIDANCE</b>
Clay	11.75	22.06	19.06	10.52	565.34
Alachua	12.14	28.15	17.65	4.06	422.69
Bay	16.07	32.40	17.24	3.66	400.44
Lake	13.55	28.10	18.69	4.91	407.00
Osceola	11.98	26.97	20.02	3.31	414.01
St. Johns	9.69	19.05	16.37	5.91	375.51
State	13.45	27.30	18.23	4.51	450.43

Source: Profiles of Florida School Districts 1995-96, Student and Staff Data, Florida Department of Education, December 1996.

<sup>1</sup> Total staff includes all full-time staff, including clerical and support personnel.

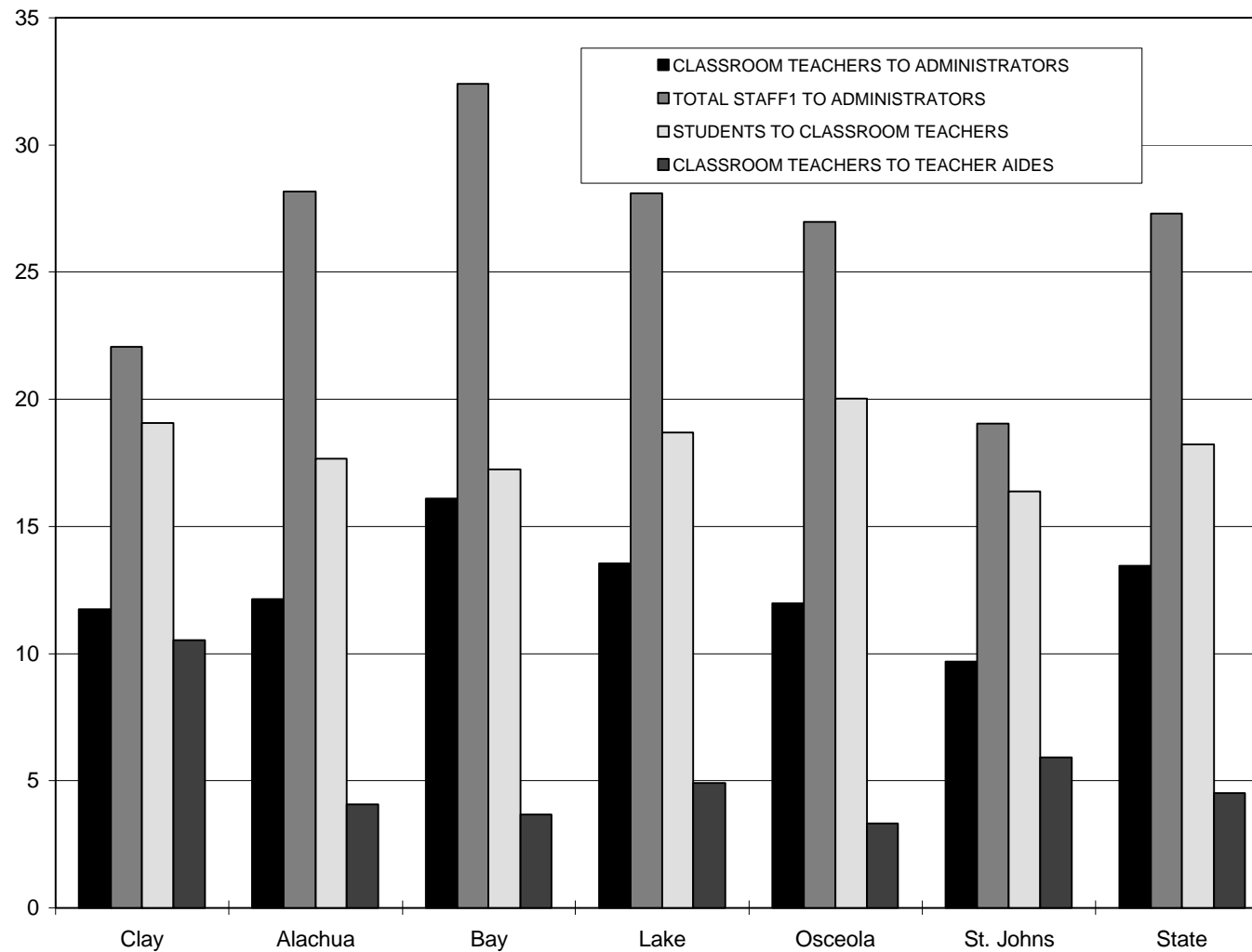
## **2.7 Staff Salaries**

Exhibit 2-12 provides average salaries for selected professional staff positions in Fall 1996. As can be seen:

- Clay County has the second lowest paid superintendent among the comparison districts, and the salary is below the comparison district and state average.
- School Board members in Clay County are the lowest paid among comparison districts and just below the state average.
- The average salary of high school principals in Clay County is the lowest among comparison districts, and it is more than \$12,000 below the state average.
- The average salary of middle school principals is the second lowest paid among the comparison districts and about \$7,000 below the state average.
- The salary of the deputy superintendent is the highest among the comparison districts.
- Lastly, the elementary principals are the second lowest paid among comparison districts and are paid almost \$6,000 below the state average.

It is important to note, however, that the average salary increases for all employees in the Clay County School District for 1997-98 were seven percent.

**EXHIBIT 2-11  
PERSONNEL RATIOS  
FALL 1995**



Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996

**EXHIBIT 2-12  
AVERAGE SALARIES  
FALL 1996**

<b>SCHOOL DISTRICT</b>	<b>SUPERINTENDENT</b>	<b>DEPUTY SUPERINTENDENT<sup>1</sup></b>	<b>SCHOOL BOARD MEMBER</b>	<b>HIGH SCHOOL PRINCIPAL</b>	<b>MIDDLE SCHOOL PRINCIPAL</b>	<b>ELEMENTARY PRINCIPAL</b>
Clay	\$81,098	\$71,120	\$21,389	\$54,419	\$55,372	\$54,779
Alachua	107,000	N/A	24,590	66,998	61,985	55,605
Bay	84,480	67,041	23,135	63,237	57,685	55,559
Lake	87,409	66,712	24,065	57,757	55,446	55,724
Osceola	92,140	N/A	21,699	64,502	60,560	59,254
St. Johns	80,000	N/A	22,612	60,987	55,342	52,716
Average	\$88,688	\$68,291	\$22,915	\$61,317	\$57,732	\$55,606
Average without Clay	\$90,206	\$66,877	\$23,220	\$62,696	\$58,204	\$55,772
State	\$89,506	\$76,613	\$21,593	\$66,601	\$62,620	\$60,674

Source: Statistical Brief, Florida District Staff Salaries of Selected Positions, 1996-97, Florida Department of Education, March 1997.

<sup>1</sup> Includes Deputy, Associate, Assistant, and Area Superintendents for Administration.

## **2.8 Teacher Salaries and Experience**

The next exhibits compare teacher salaries for degree held and years of experience. (Note: The seven percent increase in Fall 1997 is not reflected in these 1995-96 data.) Exhibit 2-13 shows that:

- The average salary for all degree categories among Clay County teachers is less than the average for the state.
- In Clay County, the salary for all degree levels is below the comparison district average.
- Clay County teachers who hold a doctorate are the lowest paid among the comparison districts.

Exhibit 2-14 depicts the difference between the state average salary and the average for each district by degree type. Among the comparison districts:

- Neither the Clay County School District nor the comparison districts has higher average salaries than the state in any category.
- Among the comparison districts, the category with the greatest difference for the state average are Clay County teachers who hold a doctorate.



**EXHIBIT 2-13  
AVERAGE TEACHER SALARY  
1995-96**

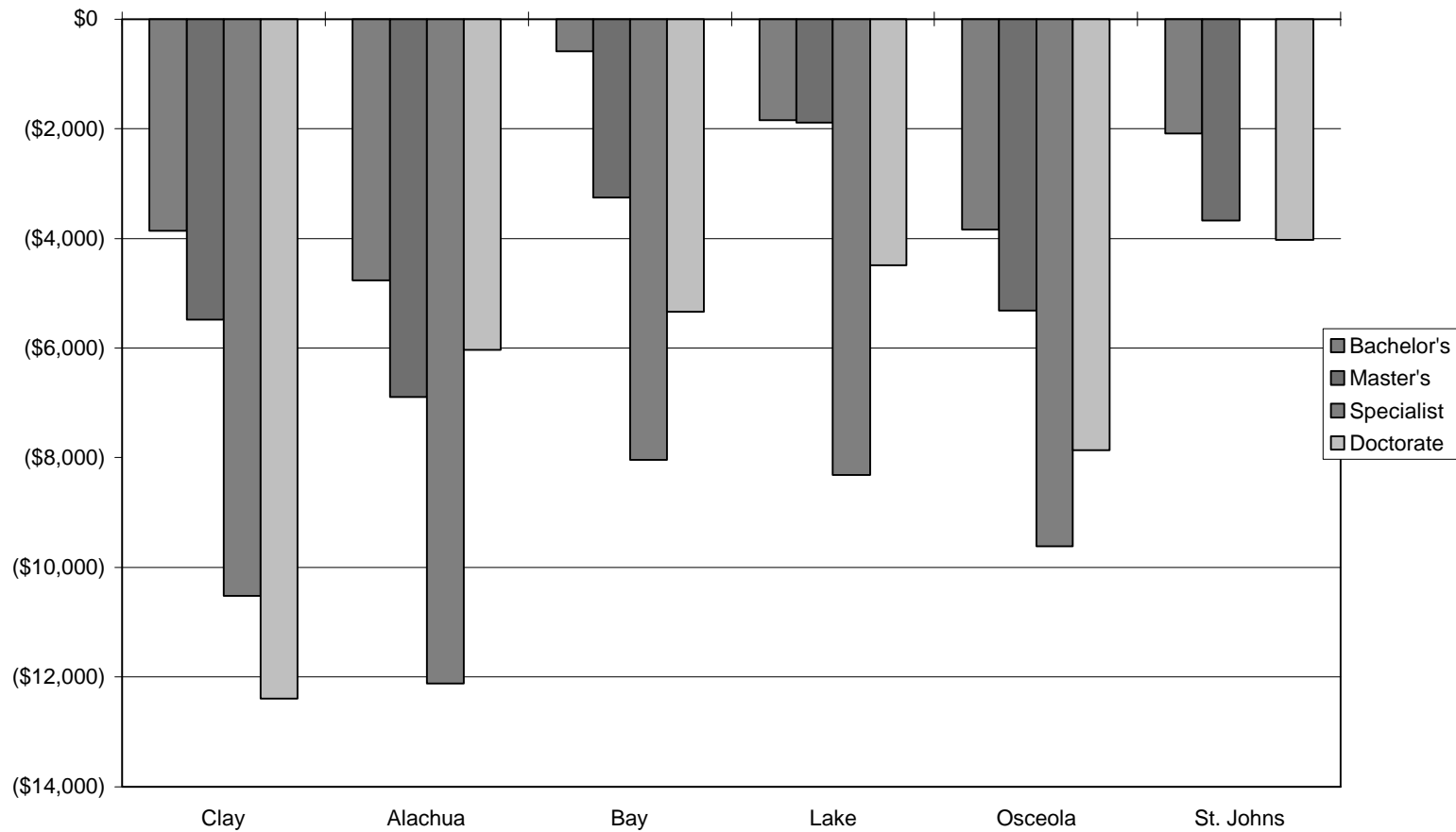
SCHOOL DISTRICT	BACHELOR'S	MASTER'S	SPECIALIST	DOCTORATE	ALL DEGREES
Clay	\$26,635	\$31,535	\$34,714	\$30,607	\$28,301
Alachua	25,731	30,123	33,118	36,967	28,702
Bay	29,902	33,761	37,190	37,663	31,235
Lake	28,650	35,131	36,925	38,509	30,826
Osceola	26,650	31,696	35,619	35,141	28,418
St. Johns	28,407	33,336	N/A	38,981	30,290
Average	\$27,663	\$32,597	\$35,513	\$36,311	\$29,629
Average without Clay	\$27,868	\$32,809	\$35,713	\$37,452	\$29,894
State	\$30,495	\$37,018	\$45,235	\$43,000	\$33,330

Source: Profiles of Florida School Districts 1995-96, Student and Staff Data, Florida Department of Education, December 1996.

Exhibit 2-15 compares Clay County and the selected districts with regard to the average years of experience of teachers holding various levels of degrees. The exhibit shows that:

- The Clay County average years of experience for the bachelor's, master's and doctorate category is below the state average while it is above the state average for the specialist's level;
- The specialist's level is the only level at which Clay County is above the average of the comparison districts; and
- There is no category in which Clay County has the most experience among the comparison districts.

**EXHIBIT 2-14**  
**DIFFERENCE FROM STATE AVERAGE SALARIES FOR TEACHERS BY DEGREE EARNED**  
**1995-96**



Source: Profiles of Florida School Districts 1995 - 96, (Student and Staff Data) , Florida Department of Education, December 1996.

**EXHIBIT 2-15  
TEACHER'S AVERAGE NUMBER OF YEARS EXPERIENCE  
1995-96**

SCHOOL DISTRICT	BACHELOR'S	MASTER'S	SPECIALIST	DOCTORATE	ALL DEGREES
Clay	9.61	13.56	20.20	14.00	11.01
Alachua	11.69	15.24	16.92	17.70	13.98
Bay	13.39	16.61	20.61	19.12	14.51
Lake	11.62	18.23	11.12	21.66	13.74
Osceola	8.16	13.61	20.72	12.00	10.10
St. Johns	11.55	16.64	N/A	23.66	13.50
Average	11.00	15.65	17.91	18.02	12.81
Average without Clay	11.28	16.07	17.34	18.83	13.17
State	10.43	16.05	18.77	17.06	12.70

Source: Statistical Brief, Teacher Salary, Experience, and Degree Level, 1995-96, Florida Department of Education, March 1997.

## **2.9 Expenditures**

Clay County School District spent \$4,264 per unweighted FTE in the 1995-96 school year -- much less than the state average and the other school districts. Exhibit 2-16 provides the expenditures per FTE.

**EXHIBIT 2-16  
EXPENDITURES PER FTE  
1995-96**

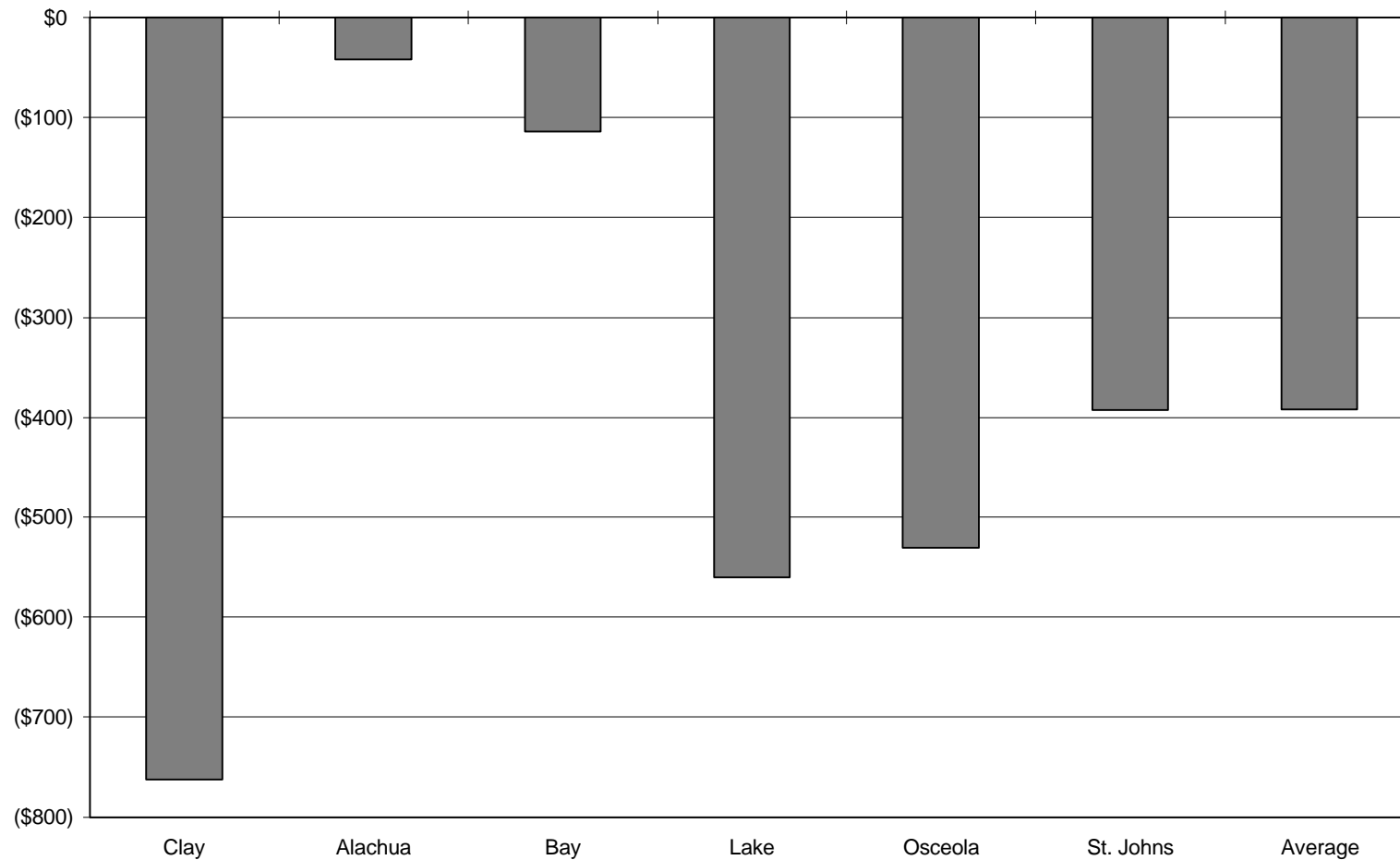
SCHOOL DISTRICT	UNWEIGHTED STUDENT FTE	CURRENT EXPENSES	EXPENSE PER UNWEIGHTED FTE
Clay	24,978	\$106,495,877	\$4,264
Alachua	28,815	143,603,754	4,984
Bay	26,016	127,783,394	4,912
Lake	25,855	115,452,816	4,465
Osceola	26,913	120,990,767	4,496
St. Johns	18,050	83,629,610	4,633
Average	25,104	116,326,036	4,634
Average without Clay	25,130	118,292,068	4,707
State	2,309,842	\$11,608,994,652	\$5,026

Source: Profiles of Florida School Districts 1995-96 Financial Data. Florida Department of Education, August 1997.

Exhibit 2-17 graphs the difference from the state average in expenditures per unweighted FTE. As the exhibit shows:

- Clay County has the greatest negative differential from the state level at \$762 below the state level.

**EXHIBIT 2-17**  
**DIFFERENCE FROM STATE IN CURRENT EXPENDITURES PER UNWEIGHTED STUDENT FTE**  
**1995-96**



Source: Profiles of Florida School Districts 1995-96 Financial Data, Florida Department of Education, August 1997.

- Alachua County, at \$42, has the smallest differentiation from the state-level expenditures per unweighted FTE.

Exhibit 2-18 displays the district expenditures per unweighted FTE for the 1995-96 school year by different grade levels. The exhibit shows:

- For the kindergarten through third grade category, and the fourth through eighth grade levels, Clay County has the lowest expenditures per unweighted FTE among the comparison districts.
- Clay County trails only Lake County by \$441 per FTE for the ninth through 12th grade category for the lowest expenditures among the comparison districts.
- Clay County is below both the comparison district average and the overall amount for the entire state in all three categories.

**EXHIBIT 2-18**  
**SCHOOL DISTRICT EXPENDITURES PER UNWEIGHTED FTE**  
**1995-96**

SCHOOL DISTRICT	GRADE LEVEL		
	K - 3	4 - 8	9 - 12
Clay	\$3,194	\$3,109	\$3,766
Alachua	3,521	3,249	4,116
Bay	3,317	3,232	4,099
Lake	3,328	3,140	3,325
Osceola	3,557	3,468	3,895
St. Johns	3,826	3,801	3,942
Average	\$3,457	\$3,333	\$3,857
Average without Clay	\$3,510	\$3,378	\$3,875
State	\$3,798	\$3,581	\$4,122

Source: Analysis of District Expenditures Florida Education Finance Program 1995-96,  
Florida Department of Education

## **2.10 Revenue and Budget**

Exhibit 2-19 shows the 1995-96 budgets for each of the comparison districts and the percentage derived from each source. As Exhibit 2-19 indicates:

- Clay County had the second lowest budget among the comparison districts.
- Clay County had the highest percentage of budget derived from state sources and consequently the lowest percentage derived from local sources.
- At 5.4 percent, Clay County is below both the comparison district average and the state average on percentage of federal revenue.

**EXHIBIT 2-19  
GENERAL FUND BUDGET ANALYSIS  
1995-96**

<b>SCHOOL DISTRICT</b>	<b>FEDERAL REVENUE PERCENTAGE</b>	<b>STATE REVENUE PERCENTAGE</b>	<b>LOCAL REVENUE PERCENTAGE</b>	<b>TOTAL REVENUE</b>
Clay	5.4%	68.8%	25.8%	\$120,086,004
Alachua	9.8%	55.9%	34.3%	170,577,679
Bay	7.7%	60.1%	32.2%	148,910,025
Lake	6.8%	53.5%	39.6%	141,292,250
Osceola	5.0%	52.5%	42.5%	150,610,722
St. Johns	4.7%	45.0%	50.3%	104,700,214
Average	6.6%	56.0%	37.5%	\$139,362,816
Average without Clay	6.8%	53.4%	39.8%	\$143,218,178
State	7.2%	49.6%	43.1%	\$13,443,800,201

Source: Profiles of Florida School Districts 1995-96 Financial Data, Florida Department of Education, August 1997.

A calculation was made to determine the amount of State and local funding that is received and figured on a per weighted full-time equivalent basis. As Exhibit 2-20 shows:

- Clay County School District is the second highest among comparison districts in funding per student, just \$53 below St. Johns County.
- Clay County is above the average of the comparison districts in FEFP (Florida Education Finance Program) funding per weighted student FTE by \$24.

**EXHIBIT 2-20  
FEFP REVENUE FUNDING PER WEIGHTED STUDENT FTE  
1995-96**

<b>SCHOOL DISTRICT</b>	<b>WEIGHTED STUDENT FTE FUNDED</b>	<b>GROSS STATE &amp; LOCAL FEFP</b>	<b>FUNDING PER STUDENT</b>
Clay	31,954	\$92,460,159	\$2,894
Alachua	36,728	105,197,811	2,864
Bay	34,280	96,797,636	2,824
Lake	32,974	94,219,825	2,857
Osceola	35,462	102,357,709	2,886
St. Johns	22,078	65,066,000	2,947
Average	32,246	\$92,683,190	\$2,874
Average without Clay	32,304	\$92,727,796	\$2,870
State	2,962,588	\$8,785,229,054	\$2,965

Source: Florida Education Finance Program 1996-97 Third Calculation, Florida Department of Education, December 1996.

## **2.11 Student Achievement**

Exhibits 2-21 through 2-23 provide an examination of student achievement in Clay County and the comparison districts. Exhibit 2-21 indicates that:

- Among the comparison districts, Clay County had the second lowest percentage of graduates entering college.
- Clay County was below the comparison district average and the state in percentage of students entering college.

**EXHIBIT 2-21  
HIGH SCHOOL GRADUATE DATA  
1994-95 \***

<b>SCHOOL DISTRICT</b>	<b>PERCENT ENTERING COLLEGE</b>	<b>PERCENT ENTERING TECHNICAL SCHOOL</b>
Clay	50.71%	4.09%
Alachua	73.75%	2.40%
Bay	45.78%	1.66%
Lake	58.30%	9.63%
Osceola	63.28%	9.38%
St. Johns	65.06%	4.81%
Average	59.48%	5.33%
Average without Clay	61.23%	5.58%
State	60.57%	4.50%

Source: Profiles of Florida School Districts 1995-96 Student and Staff Data,  
Florida Department of Education, December 1996.

\*Note: 1995-96 publication includes information on 1994-95 graduates.

The test scores of 10th graders were also compared and analyzed. Exhibit 2-22 indicates that:

- Clay County and Bay County School Districts were the second highest among comparison districts scoring a 55 on the reading comprehension portion of the Grade Ten Assessment Test (GTAT).
- Clay County had the highest score with a 61 on the mathematics portion.
- Clay County's scores were above both the state and the comparison district average for both portions of the test.

**EXHIBIT 2-22  
GRADE TEN ASSESSMENT TEST  
NATIONAL PERCENTILE RANK  
1995-96**

SCHOOL DISTRICT	READING	
	COMPREHENSION	MATHEMATICS
Clay	55	61
Alachua	53	57
Bay	55	57
Lake	49	54
Osceola	40	45
St. Johns	58	57
Average	52	55
Average without Clay	51	54
State	47	54

Source: Profiles of Florida School Districts 1995-96 Student and Staff Data,  
Florida Department of Education, December 1996.

The graduation and dropout rates for the previous two school years were compared and analyzed. Exhibit 2-23 indicates that:

- Clay County had the highest graduation rate among comparison districts for the 1994-95 and 1995-96 school years.
- Clay County had the lowest dropout rate for the 1994-1995 school year and the third lowest for the 1995-1996 school year among comparison school districts.
- Clay County was above the state and comparison district average graduation rate for both years and below the dropout rate for both years.

**EXHIBIT 2-23  
GRADUATION AND DROPOUT RATES  
1994-95 AND 1995-96 SCHOOL YEARS**

SCHOOL DISTRICT	GRADUATION RATE		DROPOUT RATE	
	1994-95	1995-96	1994-95	1995-96
Clay	85.04%	81.19%	4.07%	4.17%
Alachua	75.16%	76.00%	7.02%	6.36%
Bay	68.45%	67.95%	5.43%	4.06%
Lake	61.88%	68.46%	5.53%	6.32%
Osceola	80.86%	75.57%	6.56%	4.61%
St. Johns	75.24%	76.07%	6.24%	3.42%
Average	74.44%	74.21%	5.81%	4.82%
Average without Clay	72.32%	72.81%	6.16%	4.95%
State	72.94%	73.22%	5.24%	5.02%

Source: Profiles of Florida School Districts 1995-96 Student and Staff Data,  
Florida Department of Education, December 1996.



MGT alerts readers of this report that in all chapters, exhibits which compare the Clay County School District with other school districts are based on the most recent available published reports. In most cases, these reports do not include data from the current (1997-98) school year. Instead, the most recent comparative data presented typically is from the 1995-96 school year.

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### **3.0 SURVEY RESULTS**

On November 20, 1997, surveys were mailed to each district administrator, each principal, and a random sample of teachers (25 percent) in the Clay County School District. A total of 284 surveys were returned and analyzed. The sections which follow contain summaries of the findings for:

- district administrators
- principals
- teachers
- comparisons of administrators, principals, and teachers
- comparisons of Clay County School District responses to other school districts

Copies of the survey instruments are attached as Appendix A. Copies of the response frequencies for administrators, principals, and teachers are included in Appendix B.

#### **3.1 District Administrator Survey Results**

Of the 42 surveys that were disseminated to district administrators, 32 were returned for a response rate of 76 percent. Respondents are 55 percent female and 45 percent male. All of the survey respondents (100 percent) are White.

Respondents are fairly new in their current positions within the Clay County School District: 71 percent have held their current position for a period of one to five years and 16 percent for six to 10 years. In contrast, administrators are fairly evenly spread in terms of how long they have worked within the Clay County School District: 17 percent from one to five years, 23 percent for six to 10 years, six percent for 11 to 15 years, 13 percent for 16 to 20 years, and 42 percent have worked in the district for 21 years or more.

Respondents work in many areas in the district office and the area with the highest response rate is *Curriculum and Instruction* - 31 percent, followed by *Business Services* (25 percent). Nineteen (19) percent of the respondents indicate that they work in the *Facilities/Transportation* area, while 13 percent indicate they work in *Human Resources*.

Parts A, B, and C of the survey consist of items designed to solicit opinions about a variety of school district management and performance issues. Parts D, E, F, G, and H address issues of work environment, job satisfaction, administrative structures/practices, operations, and general questions, respectively.

The survey areas are categorized into the following broad areas, each of which are summarized separately:

- district-related responses
- school board-related responses

- school administrator-related responses
- teacher-related responses
- student-related responses
- parent/community-related responses
- work environment-related responses
- job satisfaction-related responses
- administrative structure/practices-related responses
- operations-related responses

### **District-related responses**

District administrators in Clay County rate their school district highly; 97 percent rate its overall quality of public education as *good* or *excellent*, and 94 percent indicate that the overall quality of education is improving. Administrators indicate that the emphasis on learning has increased in recent years (83 percent *agree* or *strongly agree*), and that their schools can be described as *good places to learn* (97 percent). Eighty-seven (87) percent of administrators state that taxpayer dollars are being used wisely to support public education in Clay County.

Administrators were asked to rate themselves; 41 percent grade district-level administrators with an *A* and another 44 percent give themselves a *B*. Only nine (9) percent give district-level administrators a *C*, three percent a *D*, and none grade administrators with an *F*. Three percent of respondents could not assess a grade.

The school superintendent receives high ratings from the administrators; 90 percent indicate that his work as the educational leader of the district is *good* or *excellent*, and 87 percent state that his work as the chief administrator of the school district is *good* or *excellent*. The Superintendent's *excellent* rating in both cases is 47 percent.

A quarter (25 percent) of administrators state that the overall operation of the district is highly efficient. Slightly more than two-thirds (69 percent) of administrators indicate that the overall operation is above average in efficiency. When asked how the operational efficiency of the Clay County School District could be improved, administrators have several suggestions. The two most common suggestions to improve operational efficiency are to *privatize some support services* and to *join with other districts to provide joint services*. Each response is indicated by 22 percent of the administrators. The only other response indicated by more than 10 percent of administrators is *taking advantage of more regional services*, which is favored by 16 percent of administrators.

Administrators indicate that the schools in the district provide safe environments. Eighty (80) percent of respondents *agree* or *strongly agree* that Clay County School District is safe and secure from crime, while 10 percent *disagree* or *strongly disagree*. Additionally, 90 percent state that there is administrative support for controlling student behavior, and 86 percent state that their schools effectively handle misbehavior problems.

Administrators are divided over the issue of adequate space and facilities within the district. Thirty-seven (36) percent *agree* or *strongly agree* with the statement that

schools have sufficient space and facilities to support instructional programs, while 40 percent *disagree* or *strongly disagree* with the statement. This division of opinion also exists over the issue of the district's job of providing adequate instructional technology. Fifty (50) percent of respondents rate the district as *good* or *excellent* in this area, but 47 percent rate the district as only *fair* or *poor*. More consensus exists concerning the overall condition in which schools are kept. Ninety (90) percent rate the overall condition as *good* or *excellent*, while only 10 percent rate the conditions as *fair* or *poor*.

There is a strong degree of satisfaction with student services provided in Clay County School District. Ninety (90) percent of respondents *agree* or *strongly agree* that there are sufficient student services provided in the schools, while only three percent *disagree* or *strongly disagree*. Site-based management has been implemented effectively according to 70 percent of the administrators. Only 10 percent of administrators *disagree* or *strongly disagree*.

### **School board-related responses**

Survey respondents are asked to rate school board members in three areas:

- members' knowledge of the educational needs of students in the district;
- members' knowledge of operations in the district; and
- members' work at setting or revising policies for the district.

No more than three percent of the administrators rate the members as *poor* in any of these areas. Seventy-six (76) percent of the administrators rate the board members' knowledge of the educational needs of the students as *good* or *excellent*. Seventy (70) percent rate the board members' work at setting or revising policies as *good* or *excellent*. Fewer administrators (57 percent) rate the board members' knowledge of operations in Clay County as *good* or *excellent*, with 40 percent rating the members' knowledge as only *fair*.

### **School administrator-related responses**

District administrators have fairly high opinions of school-level administrators. Thirty-eight (38) percent give school-level administrators a grade of *A* and 50 percent give them a grade of *B*. The lowest grade awarded is a *D*, given by just three percent of the District administrators. Three percent of respondents could not assess a grade, while six percent awarded a grade of *C*.

Respondents state that principals and assistant principals care about students' needs (90 percent *agree* or *strongly agree*). Also, administrators highly rate principals' work as the instructional leaders of their schools (86 percent *good* or *excellent*), and as the managers of the staff and teachers (87 percent *good* or *excellent*). Finally, 63 percent of the district administrators indicate that the opportunities provided by the school district to improve the skills of the school administrators are *good* or *excellent*.

**Teacher-related responses**

Administrator opinions of Clay County teachers are similar to their opinions of school-level administrators. Twenty-nine (29) percent give teachers a grade of *A* and 58 percent give them a grade of *B*. Seven percent give teachers a *C*, and only three percent give them a *D* (the lowest grade given).

In regard to teachers and their students, administrators state that teachers care about students' needs (87 percent *agree* or *strongly agree*). Sixty-seven (67) percent of administrators *agree* or *strongly agree* that teachers expect students to do their very best, and 69 percent state that most teachers enforce high student learning standards. Eighty (80) percent rate as *good* or *excellent* Clay County teachers' work in meeting students' individual learning needs.

Nearly three-fourths (73 percent) of the district administrators *agree* or *strongly agree* that teachers know the material they teach. Over half (57 percent) rate as *good* or *excellent* teachers' work in communicating with parents. Administrators are equally enthusiastic of teachers' attitudes about their jobs; nearly two-thirds (61 percent) rate attitudes as *good* or *excellent*, and 33 percent rate attitudes as only *fair* or *poor*.

**Student-related responses**

Administrators indicate that most students in the Clay County School District are motivated to learn; 77 percent *agree* or *strongly agree*, while only 17 percent *disagree* or *strongly disagree*. Moreover, 76 percent rate the students' ability to learn as *good* or *excellent*; 13 percent rate their ability to learn as *fair* or *poor*.

Almost three-fourths (73 percent) *agree* or *strongly agree* that lessons are organized to meet students' needs. In addition, 70 percent of administrators are in agreement that the curriculum is broad and challenging for most students.

**Parent/community-related responses**

Eighty-four (84) percent of the administrators state that the school district does a *good* or *excellent* job in maintaining relations with various groups in the community. In response, nearly all (96 percent) of the administrators state that the community really cares about its children's education. Additionally, administrators state that parents in Clay County are satisfied with the education their children are receiving (80 percent *agree* or *strongly agree*). However, fewer administrators (64 percent) indicate that parents take responsibility for their children's behavior in schools.

By a 2:1 ratio, administrators believe that parents know what goes on in the schools; 50 percent agree that they do, while 23 percent disagree. By the same ratio, administrators also indicate that parents take an active role in decision-making in the schools; 43 percent agree that they do, while 20 percent disagree.

Administrators are divided over parent participation in school activities and their efforts in helping their children to do better in school. Forty-six (46) percent rate as *good* or *excellent* parent participation in school activities and organizations, while 47 percent rate it as *fair* or *poor*. Administrators are also split when evaluating parent efforts in

helping their children to do better in school; 40 percent rate them as *good* or *excellent*, but 46 percent rate their efforts as *fair* or *poor*.

### **Work environment responses**

The majority of the respondents are comfortable with most aspects of their work environment. Eighty-one (81) percent find the Clay County School District to be an exciting and challenging place to work. Most administrators also indicate that work standards are equal to or above those of other school districts (81 percent), and that Clay County School District officials enforce high work standards (78 percent). Eighty-five (85) percent indicate that they have sufficient authority to perform their responsibilities.

The workload is an area of greater concern among district administrators. Only 53 percent state that the workloads are equitably distributed among teachers and staff members, while 16 percent are in disagreement. Likewise, 56 percent are in agreement with the more general statement that *workload is evenly distributed*, and 31 percent *disagree* or *strongly disagree*.

Most administrators state that teacher and staff promotions and pay increases are not based upon individual performance. Eighty-eight (88) percent state that this is not true of teachers, and 79 percent indicate that this is not true of staff. In addition, less than half (47 percent) state that teachers who fail to meet expected work standards are disciplined. Fifty-nine (59) percent state that staff who fail to meet expected work standards are disciplined.

### **Job satisfaction responses**

By a large margin (78 percent), district administrators in Clay County are satisfied with their jobs. A larger percentage (90 percent) plan to make a career in the Clay County School District. An equal percentage (91 percent) also indicate they have a future in the school district.

Administrators perceive that their work is appreciated by supervisors (88 percent) and that they are an integral part of the Clay County School District team (81 percent). Generally, administrators are satisfied with current salary levels. Seventy-two (72) percent of the administrators state that salary levels in the district are competitive and the same percentage (72 percent) indicate that their salary level is adequate for their level of work and experience.

### **Administrative structures/practices responses**

Administrators, in general, are favorable towards most administrative structures and practices. They state that most administrative practices are highly effective and efficient (85 percent). They also indicate that central office administrators are easily accessible and are open to input (84 percent). Likewise, 85 percent agree that administrative decisions are made quickly and decisively.

The only area where less than half of administrators indicate approval for current practices is delegation of decision making. The statement, *Authority for administrative*

*decisions are delegated to the lowest possible level*, is agreeable to only 47 percent of administrators.

Administrators find the committee structure in Clay County School District to be approximately the proper size. Two-thirds of respondents (66 percent) indicate that the extensive committee structure ensures adequate input from teachers and staff on most important issues. Fifty-six (56) percent disagree with the statement *Clay County has too many committees*.

More than four-fifths of the respondents (85 percent) indicate that most administrative processes are highly efficient and responsive. High percentages of administrators indicate that administrators are responsive to school needs (90 percent) and that they provide quality service to schools (93 percent).

### **Operations responses**

District administrators were given a list of 25 programs or functions, and asked to rate them with one of the following descriptions:

- Should be eliminated
- Needs major improvement
- Needs some improvement
- Adequate
- Outstanding

In no cases do more than three percent of administrators state that a program should be eliminated. The programs that three percent of administrators indicate should be eliminated are *pupil transportation* and *custodial services*.

More than 10 percent of administrators indicate that three programs need *major improvement*:

- Data processing (47 percent state that it *needs major improvement*)
- Instructional technology (19 percent)
- Administrative technology (13 percent)
- Custodial services (13 percent)

When combining the *needs some improvement* and *needs major improvement*, six programs receive a sum greater than 35 percent:

- Data processing (75 percent state that it needs *some* or *major improvement*)
- Administrative technology (57 percent)
- Instructional technology (53 percent)
- Personnel evaluation (41 percent)
- Custodial services (38 percent)
- Staff Development (36 percent)

Ten (10) programs are given a combined *adequate* or *outstanding* rating by 70 percent or more of the administrators:

- Purchasing (85 percent rate it *adequate* or *outstanding*)
- Food service (81 percent)
- Pupil transportation (79 percent)
- Community relations (78 percent)
- Instructional support (78 percent)
- Risk management (76 percent)
- Plant maintenance (75 percent)
- Facilities planning (75 percent)
- Personnel selection (75 percent)
- Pupil accounting (75 percent)

Of all the programs, pupil transportation receives the highest *outstanding* rating at 41 percent.

### **3.2 Principal Survey Results**

Of the 75 principals, assistant principals, and vice principals who were mailed surveys, 64 returned a survey; this represents a response rate of 85 percent. Of the 64 respondents, thirty-nine (39) percent were principals and 61 percent were assistant or vice principals. Fifty-seven (57) percent of the respondents are female and 43 percent are male. Ninety-five (95) percent are White, three percent are African-American, and two percent classify themselves as Other.

Most respondents (53 percent) work in an elementary school, another 22 percent work in a junior high/middle school, and 20 percent work in a high school.

Nearly three-fourths of the principals (73 percent) have been in their current position for five years or less. Thirteen (13) percent have been in their current position from six to 10 years, 10 percent from 11 to 15 years, two percent from 16 to 20 years, and three percent for 21 years or more. Still, a large majority (94 percent) have worked in some capacity for the Clay County School District for more than 10 years. Nearly half (45 percent) have worked in the district for 21 years or more.

#### **District-related responses**

Principals highly rate their school district; 100 percent rate its overall quality of public education as *good* or *excellent*, and 86 percent state that the overall quality of education is improving. Like the district-level administrators, principals indicate that the emphasis on learning has increased in recent years (95 percent *agree* or *strongly agree*), and that their schools can be described as *good places to learn* (98 percent). A lesser majority (84 percent) state that taxpayer dollars are being used wisely to support public education in Clay County School District.

In grading district-level administrators, 39 percent of principals give them an *A*; another 50 percent give them a *B*; and the remaining 11 percent award them a *C*. No grade below a *C* was awarded.



Most principals give the school superintendent high marks. Ninety-three (93) percent rate his work as the educational leader of the district as *good* or *excellent*; only six percent rate it as *fair* or *poor*. A high percentage, (92 percent), also rate his work as the chief administrator as *good* or *excellent*; and only eight percent rate it as *fair* or *poor*.

Ninety-seven (97) percent of the principals indicate that the overall operation of the district is at least above average in efficiency; and only two percent of the principals state that it is less efficient than other school districts. When asked how to improve the operational efficiency of the school district, the most frequent response given is *privatizing some support services*, chosen by 27 percent of the respondents. Other frequently cited responses are *joining with other districts to provide joint services* (19 percent), and *taking advantage of more regional services* (17 percent).

Most principals (89 percent) state that the schools are safe and secure from crime. In addition, principals state that the schools effectively handle misbehavior problems (90 percent), and that there is administrative support for controlling student behavior (100 percent).

Principals are somewhat concerned with district facilities. Thirty (30) percent indicate that there is not sufficient space and facilities to support instructional programs. Fifty-eight (58) percent indicate sufficient space and facilities exist. Overall, 91 percent of principals rate the condition in which district schools are kept as *good* or *excellent*.

Principals are also concerned with instructional technology and services offered within Clay County School District. Only 47 percent rate the district's job of providing adequate instructional technology as *good* or *excellent*. Fifty-three (53) percent rate it only as *fair* or *poor*. The district's use of technology for administrative purposes is viewed even more negatively. Sixty-nine (69) percent of principals indicate that the district's use of technology for this purpose is only *fair* or *poor*. Principals are more optimistic about the provision of student services. Eighty-eight (88) percent are in agreement that sufficient student services are provided, and only 10 percent are in disagreement.

### **School board-related responses**

Two-thirds (65 percent) rate the board members' knowledge of the educational needs of students as *good* or *excellent*. Only three percent rate members' knowledge as *poor*. An identical percentage (65 percent) state that the board members' knowledge of operations in Clay County School District is *good* or *excellent*. Only three percent rate this knowledge base as *poor*. Likewise, the percentages are identical for the board's work at setting or revising policies for Clay County.

### **School/school administrator-related responses**

Principals give themselves high grades; 45 percent give school-level administrators an A, 50 percent give them a B, and five percent give them a grade of C. The percentage of A grades that principals award to themselves is higher than grades given to teachers or district-level administrators.

All (100 percent) of the respondents *agree* or *strongly agree* that principals and assistant principals care about students' needs. A similar percentage (97 percent) rate

principals' work as the managers of the staff and teachers as *good* or *excellent*. Also, most (87 percent) rate principals' work as the instructional leaders of their schools as *good* or *excellent*.

Principals are positive on the issue of the opportunities provided by the district to improve the skills of school administrators. A large percentage (78 percent) rate the opportunities as *good* or *excellent*.

### **Teacher-related responses**

Principals, generally have a high opinion of district teachers. Thirty-six (36) percent give teachers an *A*, 63 percent give teachers a *B*, and two percent give teachers a *C*. No grades below a *C* are indicated.

When asked about teachers in relation to their students, principals indicate that teachers care about students' needs (97 percent *agree* or *strongly agree*). Similarly, 97 percent state that teachers expect students to do their very best, and 96 percent indicate that teachers enforce high student learning standards. Finally, 87 percent state that the teachers' work in meeting student individual learning needs is *good* or *excellent*.

Without exception, principals agree that teachers know the material they teach (100 percent). Eighty-one (81) percent rate teachers' attitudes as *good* or *excellent*, while 19 percent rate attitudes as *fair* or *poor*. Teachers' work in communicating with parents is rated as *good* or *excellent* by 61 percent of the principals.

### **Student-related responses**

Over four-fifths of the principals (91 percent) agree that Clay County students are motivated to learn. Furthermore, 97 percent rate students' ability to learn as *good* or *excellent*.

A majority of the principals, 86 percent, agree that lessons are organized to meet students' needs and only six percent are in disagreement. A slightly larger percentage of principals (94 percent) indicate that the curriculum is broad and challenging for most students.

### **Parent/community-related responses**

Over three-fourths (83 percent) of the respondents state that the school district does an *good* or *excellent* job of maintaining relations with various groups of the community. However, more principals (88 percent) state that the community really cares about children's education.

Principals have positive opinions concerning the involvement of parents in their schools. Almost all (95 percent) of the principals indicate that the parents are satisfied with the education their children are receiving. Sixty-seven (67) percent *agree* or *strongly agree* that parents play an active role in decision-making in the school. A nearly equal percentage (66 percent) state that parents take responsibility for their children's behavior in school.

However, principals also have some negative opinions of parental involvement. Only 38 percent rate parent participation in school activities and organizations as *good* or *excellent*. Similarly, just 39 percent rate parent efforts in helping their children to do better in school as *good* or *excellent*.

### **Work environment responses**

Clay County principals are satisfied with many aspects of their work environment. Most (97 percent) find the school district to be an exciting, and challenging place to work. Ninety-eight (98) percent indicate that work standards and expectations are equal to or above those of other school districts; while 89 percent indicate that school officials enforce high work standards. A large percentage state that they have the authority to adequately perform their job responsibilities (97 percent), that teachers and administrators have excellent working relationships (92 percent), and that they have adequate facilities in which to work (95 percent).

Principals are satisfied with workload distribution. Workloads are believed to be equitably distributed among teachers and staff (86 percent agree). When considering the general statement, *workload is evenly distributed*, 77 percent agree with the statement, and 18 percent disagree with the statement.

The majority of principals state that teacher and staff promotions and pay increases are not based on individual performance. Ninety-four (94) percent indicate that this is not true of teachers and 84 percent indicate this is not true of staff. Principals are slightly more confident about teacher and staff disciplinary actions. Fifty-eight (58) percent indicate that teachers who fail to meet expected work standards are disciplined, while 64 percent indicate that staff who do not meet expected work standards are disciplined.

It appears that principals are slightly dissatisfied with equipment and computer support. Forty-nine (49) percent indicate that they have adequate equipment and computer support to conduct their work, while 39 percent do not agree that either are adequate.

### **Job satisfaction responses**

In general, Clay County principals have a high level of job satisfaction, with 97 percent either *agreeing* or *strongly agreeing* that they are very satisfied with their jobs. A nearly equal number of principals (92 percent) state there is a future for them in the school district, and 95 percent plan to make a career in the school district.

Most principals (91 percent) indicate that their work is appreciated by their supervisors, and 89 percent state that they are an integral part of the Clay County School District team. However, principals have some dissatisfaction with their salaries. Two thirds (67 percent) of the principal respondents indicate that salary levels are competitive, and 22 percent state that their salary level is not adequate for their level of work and experience.

### **Administrative structures/practices responses**

Principals are favorable towards most administrative structures and practices. Eighty-nine (89) percent indicate that most administrative practices in Clay County School Districts are highly effective and efficient. A vast majority of principals (91 percent) indicate that administrative decisions are made quickly and decisively. Ninety-eight

(98) percent of principals indicate that central office administrators are accessible and open to input.

By a 2:1 ratio, principals believe authority for administrative decisions are delegated to the lowest possible level. Fifty (50) percent *agree* or *strongly agree* that lower level positions make administrative decisions, while 26 percent *disagree* or *strongly disagree*. Sixteen (16) percent are *neutral* on the subject.

When asked about committees, few principals (13 percent) indicate that the Clay County School District has too many committees; 57 percent indicate that the school district does not. Three-fourths (75 percent) state that the committee structure ensures adequate input from teachers and staff on the most important decisions.

### **Operations responses**

Principals were also given a list of 25 programs or functions and asked to rate them with the same descriptions used by district-level administrators. These descriptions range from *should be eliminated* to *outstanding*.

Five programs receive a rating of *should be eliminated* by at least one principal. Programs cited for elimination are *program evaluation*, *research and assessment*, *federal program coordination*, *food service*, *custodial service*, and *risk management*.

More than 10 percent of principals indicate the following four programs *need major improvement*:

- Data processing (50 percent *needs major improvement*)
- Instructional technology (33 percent)
- Administrative technology (33 percent)
- Staff development (14 percent)

When combining the *needs some improvement* and *needs major improvement*, three programs receive a sum greater than 50 percent:

- Instructional technology (71 percent *needs improvement*)
- Data processing (70 percent)
- Administrative technology (68 percent)

Principals in general are positive about many programs -- almost all the programs receive a combined *adequate* and *outstanding* rating totaling more than 50 percent. The five programs given the highest combined *adequate* or *outstanding* ratings are:

- Instructional support (91 percent *adequate* or *outstanding*)
- Instructional coordination/supervision (88 percent)
- Purchasing (82 percent)
- Financial management and accounting (81 percent)
- Personnel selection (80 percent)

Of all the programs, *instructional support* (38 percent), *curriculum planning* (35 percent) and *instructional coordination/supervision* (33 percent) receive the highest *outstanding* rating.

### **3.3 Teacher Survey Results**

Of the 377 teachers who were mailed surveys, 208 responded, representing a response rate of 49 percent. Most respondents are female (80 percent), while 20 percent are male. The majority are White (98 percent), one percent are African-American, and one percent responded that they are Other.

Many respondents have worked in the Clay County School District for a long time; 42 percent have worked in the school district for more than 10 years, and 10 percent report working in the district for more than 20 years.

Respondents are distributed throughout all grade levels. The highest percentage of respondents (56 percent) are from the elementary school level, 24 percent work in junior high/middle schools, and 18 percent work in high schools. More teachers report teaching first grade (24 percent) than any other grade. On average, each grade level is taught by roughly 20 percent of the teachers. The percentages total more than 100 percent as many teachers indicate that they teach at multiple grade levels.

#### **District-related responses**

Ninety (90) percent of the teachers indicate that the overall quality of public education in the Clay County School District is *good* or *excellent*. Sixty-two (62) percent state the overall quality of education is *improving*, while 27 percent state it is *staying the same*. However, six percent state it is *getting worse*. In addition, 81 percent of the teachers indicate that the emphasis on learning has increased in recent years, and 87 percent state that the schools can be described as “good places to learn.”

Teachers are divided over whether or not taxpayer dollars are used wisely to support public education in the district. Thirty-eight (38) percent indicate that dollars are used wisely, but 30 percent state that they are not.

District-level administrators are given a grade of *B* or better by 48 percent of the teachers. Thirty-five (35) percent give them a *C*, nine percent give them a *D*, and one percent give them a grade of *F*. The school superintendent receives a good rating from most teachers. Fifty-seven (57) percent rate his work as the instructional leader of the school district as *good* or *excellent*. Similar marks are given concerning his work as the chief administrator; 58 percent rate him as *good* or *excellent* in this area.

More than four-fifths of the teachers (82 percent) state that the Clay County School District is above average in overall operational efficiency, while nine percent indicate that it is less efficient than other school districts. Seven percent of the teachers indicate that the district is highly efficient. When asked to improve operational efficiency, the popular teacher response is to *reduce the number of administrators*, chosen by 26 percent. This is followed by *taking advantage of more regional services* (21 percent) and *privatizing some support services*, chosen by 18 percent.

Teachers are not overly concerned with safety issues. Sixty-six (66) percent indicate their schools are safe and secure from crime, while 20 percent do not think their schools are safe. Similarly, 68 percent of teachers indicate that there is administrative support for controlling student behavior in schools. However, only 34 percent of teachers agree that schools do not effectively handle misbehavior problems.

Teachers indicated that there are sufficient student services. Over two-thirds (69 percent) indicate that there are sufficient services such as counseling, speech, and health provided. Only 39 percent of the teachers *agree* or *strongly agree* that site-based management has been implemented effectively.

### **School/school administrator-related responses**

Teachers give school-level administrators low marks compared to marks given by district-level administrators. Fifteen (15) percent of teachers award these administrators an *A*, and 51 percent award them a *B*. Twenty-seven (27) percent of the teachers give school-level administrators a *C*, and three percent give a grade of *D*. No teachers were given an *F*.

Over two-thirds (70 percent) of respondents rate as *good* or *excellent* principals' work as instructional leaders of their schools. A significant majority, 78 percent, rate the principals' work as managers of the staff and teachers as *good* or *excellent*.

### **Teacher-related responses**

The teachers award themselves high grades with 24 percent giving themselves a grade of *A*, 64 percent a grade of *B*, and 9 percent a grade of *C*. No grade below a *C* was given.

When asked about teachers in regard to their students, teachers indicate that they care about student needs (94 percent). Eighty-eight (88) percent state that teachers expect students to do their very best, and 81 percent state that teachers enforce high student learning standards. Also, 77 percent of the teachers rate as *good* or *excellent* teachers' work in meeting individual learning needs of students.

Most (91 percent) of the teachers state that they know the material they teach. Over three-fourths (78 percent) rate as *good* or *excellent* teachers' work in communicating with parents. Teachers are not quite as positive about their attitudes about their jobs; only 66 percent rate it as *good* or *excellent*, and 33 percent rate it as *fair* or *poor*.

### **Student-related responses**

Over half of the teachers (61 percent) state that students are motivated to learn, while 26 percent of the teachers do not agree with this statement. Almost three-fourths (72 percent) rate students' ability to learn as *good* or *excellent*; 26 percent rate it as *fair* or *poor*.

Over four-fifths (87 percent) of respondents state that lessons are organized to meet students' needs. Fewer (79 percent) teachers indicate that the curriculum is broad and challenging for most students.

### **Parent/community-related responses**

Fifty-eight (58) percent indicate that the school district does a *good* or *excellent* job of maintaining relations with various groups in the community. Slightly more (61 percent) state that the community really cares about its children's education and 14 percent *disagree* or *strongly disagree*.

Teachers have few concerns regarding parent satisfaction with education in the Clay County School District. Almost two thirds (64 percent) *agree* or *strongly agree* that parents are satisfied with the education their children are receiving. The results are different when teachers are asked if parents play an active role in decision-making in the schools. Forty-three (43 percent) indicate that parents do play an active role in decision-making.

Additionally, negative results are reflected in the teachers' rating of parent participation in school activities and organizations. Only 27 percent of the teachers rate parent participation as *good* or *excellent*, and 70 percent rate participation as *fair* or *poor*. Teachers negatively rate parents' efforts in helping their children to do better in school. Twenty (20) percent rate parent efforts as *good* or *excellent*, and 75 percent rate parent efforts as *fair* or *poor*.

### **Work environment responses**

Clay County teachers are satisfied with many aspects of their work environment. Eighty-two (82) percent find the Clay County School District to be an exciting and challenging place to work. Fewer (77 percent) indicate that work standards and expectations are equal to or above those of other school districts. More than three-fourths (79 percent) indicate that district officials enforce high work standards.

More than four-fifths of the teachers (86 percent) state that they have the authority to adequately perform their job responsibilities. Teachers are also pleased with the adequacy of facilities and equipment. Sixty-five (65) percent indicate that they have adequate facilities in which to conduct their work. However, only 44 percent indicate that they have adequate equipment and computer support to conduct their work, while 45 percent *disagree* or *strongly disagree*.

Teachers are concerned about workload distribution. They are divided on whether workloads are equitably distributed among teachers and staff; 47 percent are in agreement that they are, and 33 percent *disagree* or *strongly disagree*. When presented with the general statement, *workload is evenly distributed*, 41 percent *agree* or *strongly agree*, in contrast to 36 percent who *disagree* or *strongly disagree*.

Teachers were also asked whether teacher and staff promotions and pay increases are based on individual performance. Seventy-four (74) percent indicate that this is not true of teachers, and 44 percent indicate this is not true of staff. Thirty-seven (37) percent of teachers do not know if this statement is true for staff workers. When asked about disciplinary actions, only 27 percent state that teachers who fail to meet expected work standards are disciplined, while 28 percent state that staff are disciplined in the same regard. Again, over 20 percent do not know.

### **Job satisfaction responses**

A large majority of the teachers (86 percent) are very satisfied with their jobs. Similarly, 84 percent indicate they have a future in the school district; 80 percent plan to make a career in the district.

A majority of teachers state that their work is appreciated by their supervisors (75 percent) and that they are an integral part of the district team (68 percent). However, teachers are not as satisfied with salaries. Fifty-nine (59) percent of the teachers state

that salary levels in the Clay County School District are not competitive, and 71 percent state that their salary level is not adequate for their level of work and experience.

### **Administrative structures/practices responses**

Teachers are ambivalent toward administrative structures and practices in the Clay County School District. Less than half (49 percent) agree that administrative processes are highly effective and efficient. However, one-third (33 percent) either are neutral or do not know. Similar percentages hold for whether or not most administrative practices are highly efficient and effective. Over half of teachers (53 percent) indicate that administrative decisions are made quickly and decisively. Roughly the same percentage (54 percent) indicate that administrators are easily accessible and open to input. Additionally, few teachers (18 percent) state that authority for administrative decisions is delegated to the lowest possible level. However, 59 percent either are neutral or do not know.

Teachers are divided over whether or not Clay County has too many committees. Twenty-seven percent indicate that there are too many committees, and 23 percent indicate that there are not. Additionally, teachers are somewhat divided over whether or not the committee structure ensures adequate input from teachers and staff on important decisions. Thirty-nine (39 percent) indicate that it does, but 29 percent disagree.

### **Operations responses**

Teachers are given the same list as administrators and principals of the 25 school district programs or functions, and asked to rate them with descriptions ranging from *should be eliminated* to *outstanding*.

According to survey results, seven programs are considered worthy of elimination by a few teachers. However, in no case do more than one percent indicate that way. Teachers consider three programs, by 15 percent or more, to be in need of major improvement. They are:

- Instructional technology (28 percent *needs major improvement*)
- Budgeting (18 percent)
- Food service (15 percent)

When combining the *needs some improvement* and *needs major improvement*, three programs receive a sum greater than or equal to 40 percent.

- Instructional technology (59 percent *needs some or major improvement*)
- Budgeting (55 percent)
- Curriculum planning (42 percent)

Teachers are positive about some programs; many receive a combined *adequate* and *outstanding* rating totaling more than 50 percent. The programs that scored highest in combined *adequate* or *outstanding* ratings are:

- Instructional coordination/supervision (65 percent *adequate* or *outstanding*)



- Instructional support (60 percent)
- Personnel evaluation (60 percent)
- Pupil transportation (58 percent)
- Plant maintenance (51 percent)
- Community relations (52 percent)
- Food service (52 percent)
- Custodial services (52 percent)

Of all the programs, *curriculum planning, custodial services, instructional support and food service* receive the highest *outstanding* rating at 11 percent.

### **3.4 Comparison of District Administrators, Principals and Teachers Surveys**

This section reviews the responses given by the three employee groups in comparison to each other. Exhibit 3-1 compares responses given by district administrators, principals, and teachers to Part A of the surveys. Exhibit 3-2 compares responses for Part B of the surveys, and so on through Exhibit 3-8, which compares responses to Part H of the surveys. For Parts B, D, E, and F the *agree* and *strongly agree* responses are combined and compared to the combined *disagree* and *strongly disagree* responses. In Part C, the *good* and *excellent* responses are combined and compared to the combined *fair* and *poor* responses. In Part G, the responses *needs some improvement* and *needs major improvement* are combined and compared to the combined *adequate* and *outstanding* responses. The *should be eliminated*, *neutral* and *don't know* responses are omitted from all exhibits in this section.

In Exhibit 3-1, responses to Part A of the surveys are compared. Administrators, principals and teachers generally agree on the quality of public education in Clay County. Teachers tend to agree less that the quality of education in Clay County is improving as only 62 percent of the teachers compared to 94 percent of the administrators and 86 percent of the principals indicate that the overall quality of education is improving.

Teachers are also less positive than administrators and principals when grading employee groups particularly in the grading of both school and district-level administrators. Only 66 percent of the teachers grade the school-level administrators with an A or B compared to 88 percent of the administrators and 95 percent of the principals. Likewise, only 49 percent of the teachers grade district-level administrators with an A or B while 84 percent of administrators and 89 percent of principals grade them this high. The principals grade the teachers higher than the teachers grade themselves.

**EXHIBIT 3-1  
COMPARISON SURVEY RESPONSES  
WITHIN CLAY COUNTY SCHOOL DISTRICT**

<b>PART A OF SURVEY</b>	<b>ADMINISTRATORS (%)</b>	<b>PRINCIPALS (%)</b>	<b>TEACHERS (%)</b>
1. Overall quality of public education in Clay County is:  Good or excellent Fair or Poor	97 3	100 0	90 10
2. Overall quality of education in Clay County is:  Improving Staying the Same Getting Worse Don't Know	94 3 3 0	86 13 0 2	62 27 6 6
3. Grade given to Clay County teachers:  Above Average (A or B) Below Average (D or F)	87 3	99 0	88 0
4. Grade given to Clay County school administrators:  Above Average (A or B) Below Average (D or F)	88 3	95 0	66 3
5. Grade given to Clay County district-level administrators:  Above Average (A or B) Below Average (D or F)	85 3	89 0	48 10

Exhibit 3-2 compares responses to Part B of the surveys. Unlike Part A where there appears to be general consensus, administrators, principals, and teachers are not in agreement on several questions. Administrators and principals are in general agreement with each other on all but three questions; teachers differ significantly from administrators on 12 questions and have differences of opinion with principals on 13 questions.

When comparing principals and administrators, it is clear that principals have a more positive view of educational conditions in Clay County. Of the 23 survey questions, principals give more positive responses than administrators 19 times. Even in the other four cases, the percentage difference is minimal (less than 10 percent). There are only three questions where significant differences exist. In two of these cases, the differences concern a matter of degree only. Fewer administrators (83 percent) than principals (95 percent) indicate that the emphasis on learning in Clay County has increased in recent years. Likewise, fewer administrators (80 percent) than principals (95 percent) state that parents are satisfied with the education their children receive. The most pronounced difference between administrators and principals concerns the issue of whether or not sufficient space and facilities exist to support instructional programs. Administrators disagree slightly more than they agree (36 percent agree, 40 percent disagree). Principals indicate that sufficient space and facilities exist (58 percent agree, 30 percent disagree).

Teachers are more pessimistic than principals and administrators on 18 questions out of 23. The only questions where teachers are more optimistic concern teacher performance and expectations. There are 10 questions where teachers have significantly less optimistic opinions than principals and administrators.

Two such questions concern disciplinary issues. Teachers (45 percent) are less likely to believe that schools effectively handle misbehavior problems than administrators (86 percent) or principals (90 percent). Likewise, only 68 percent of teachers state that there is administrative support for controlling student behavior. Ninety (90) percent of administrators agree with this statement, and 100 percent of principals agree.

Two other questions concern the adequacy of space, facilities, and supplies. Only 26 percent of teachers agree that schools have sufficient space and facilities to support instructional programs. Thirty-six (36) percent of administrators and 58 percent of principals agree. Additionally, teachers (29 percent) are more likely to agree that schools do not have necessary materials and supplies for instruction in basic skills than administrators and principals (three percent each).

Responses to questions concerning the parental and community involvement also resulted in differences of opinion. Fewer principals (28 percent) and administrators (16 percent) compared to teachers (50 percent) state that parents do not take responsibility for their children's behavior in school. Likewise, teachers, (53 percent) more often than administrators (23 percent) and principals (35 percent) state that parents do not know what is going on in the schools. More administrators (96 percent) than principals (88 percent) and teachers (61 percent) indicate that the community really cares about its children's education. In addition, teachers (38 percent) are far less likely to respond that taxpayer dollars are being used wisely to support public education than administrators (87 percent) or principals (84 percent).

**EXHIBIT 3-2**  
**COMPARISON SURVEY RESPONSES**  
**WITHIN CLAY COUNTY SCHOOL DISTRICT**

PART B	(%A + SA) / (%D + SD) <sup>1</sup>		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in Clay County has increased in recent years.	83/14	95/2	81/4
2. Clay County schools are safe and secure from crime.	80/10	89/8	66/20
3. Our schools do not effectively handle misbehavior problems.	7/86	3/90	34/45
4. Our schools have sufficient space and facilities to support the instructional programs.	36/40	58/30	26/66
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	3/76	4/86	29/58
6. Our schools can be described as "good places to learn."	97/3	98/2	87/2
7. There is administrative support for controlling student behavior in our schools.	90/7	100/0	68/19
8. Most students in our schools are motivated to learn.	77/17	91/3	61/26
9. Lessons are organized to meet students' needs.	73/3	86/6	87/5
10. The curriculum is broad and challenging for most students.	70/6	94/2	79/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	23/57	14/75	34/46
12. Teachers in our schools know the material they teach.	73/3	100/0	91/2
13. Teachers in our schools care about students' needs.	87/3	97/3	94/1
14. Teachers expect students to do their very best.	77/7	97/3	88/4
15. Principals and assistant principals in our schools care about students' needs.	90/3	100/0	89/3
16. In general, parents do not take responsibility for their children's behavior in our schools.	16/64	28/66	50/26
17. Parents in this district are satisfied with the education their children are receiving.	80/14	95/2	64/7
18. Most parents really don't seem to know what goes on in our schools.	23/50	35/49	53/30
19. Parents play an active role in decision-making in my school.	43/20	67/20	43/36
20. This community really cares about its children's education.	96/3	88/3	61/14
21. Taxpayer dollars appropriated to Clay County are being used wisely to support public education.	87/10	84/10	38/30
22. Sufficient student services are provided in Clay County (e.g., counseling, speech therapy, health)	90/3	88/10	69/17
23. Site-based planning has been implemented effectively in Clay County.	70/10	72/16	39/17

<sup>1</sup>Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree

Similar responses were derived from the three groups of respondents concerning a student's home life and its impact on student motivation to learn. Seventy-five (75) percent of principals and 57 percent of administrators disagree that there is little a teacher can do to overcome problems at home, while only 46 percent of the teachers themselves disagree. Administrators (77 percent) and principals (91 percent) are more positive concerning students motivation to learn than the teachers (61 percent).

Exhibit 3-3 compares responses to Part C of the survey. Administrators and principals again agree in most of their assessments. Teachers usually agree with the administrators and principals, but often to a far lower extent. On 18 out of 21 survey questions teachers tend to provide fewer *good* or *excellent* responses and more *fair* or *poor* responses. The only exceptions to the rule are questions dealing with teacher attitudes and performance, and one question concerning the use of technology for administrative purposes.

Principals are equally optimistic or more optimistic than administrators in their responses to 15 out of 21 questions. There are only three questions where principals and administrators have significant differences of opinion, and in each case it is simply a matter of principals being more optimistic than administrators. Principals are more likely to give an excellent or good response (97 percent) than administrators (87 percent) when asked about principal's work as managers. Principals (81 percent) also rate teachers' attitudes toward their jobs higher than administrators (61 percent). They are also more optimistic about students ability to learn (97 percent to 76 percent) than administrators.

There are ten questions where teachers had significantly different opinions than administrators and principals. In nine of these cases, teachers are more pessimistic than administrators and principals. The only exception concerns the issue of teacher's work in communicating with parents. More teachers (78 percent) than principals (61 percent) and administrators (57 percent) believe that teachers do a good job of communicating with parents.

Teachers have significantly lower opinions of the school board than administrators and principals. Only 46 percent of teachers view the board's knowledge of the educational needs of students as excellent or good. This contrasts sharply with administrators (76 percent) and principals (65 percent). Similarly, only 35 percent of teachers approve of the board's work at setting policies for the district. Seventy (70) percent of administrators approve, 65 percent of principals approve.

Teachers also have a lower opinion of the district superintendent. Fewer teachers (57 percent) than administrators (90 percent) and principals (93 percent) view the superintendent's work as the instructional leader favorably. Likewise, fewer teachers (58 percent) than administrators (87 percent) and principals (92 percent) approve of the superintendent's work as chief administrator of Clay County.

Principals and administrators (87 percent and 86 percent) are more likely to rate the principals' work as instructional leaders of their schools favorably than teachers (70 percent). Teachers are also less optimistic about parent's efforts in helping their children to do better in school. Seventy-five (75) percent of teachers rate parent efforts in this area as fair or poor. This contrasts with administrators (46 percent) and principals (61 percent).

**EXHIBIT 3-3**  
**COMPARISON SURVEY RESPONSES**  
**WITHIN CLAY COUNTY SCHOOL DISTRICT**

PART C	(%G + E) / (%F + P) <sup>1</sup>		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. School board members' knowledge of the educational needs of students in the Clay County .	76/23	65/31	34/53
2. School board members' knowledge of operations in the Clay County .	57/43	65/34	46/41
3. School board members' work at setting or revising policies for the Clay County .	70/30	65/34	35/47
4. The district school superintendent's work as the instructional leader of the Clay County .	90/10	93/6	57/36
5. The district school superintendent's work as the chief administrator (manager) of the Clay County .	86/10	92/8	58/32
6. Principals' work as the instructional leaders of their schools.	87/13	87/13	70/29
7. Principals' work as the managers of the staff and teachers.	87/13	97/3	78/22
8. Teachers' work in meeting students' individual learning needs.	80/16	87/13	77/23
9. Teachers' work in communicating with parents.	57/33	61/39	78/22
10. Teachers' attitudes about their jobs.	61/33	81/19	66/33
11. Students' ability to learn.	76/13	97/3	72/26
12. The amount of time students spend on task learning in the classroom.	67/16	77/23	61/36
13. Parents' efforts in helping their children to do better in school.	40/46	39/61	20/75
14. Parents' participation in school activities and organizations.	46/47	38/63	27/70
15. How well students' test results are explained to parents.	40/37	60/37	41/49
16. The condition in which Clay County schools are kept.	90/10	91/9	67/32
17. How well relations are maintained with various groups in the community.	84/16	83/16	58/31
18. The staff development opportunities provided by the district to improve the skills of teachers.	80/10	83/17	69/29
19. The staff development opportunities provided by the district to improve the skills of school administrators.	73/20	78/22	36/20
20. The district's job of providing adequate instructional technology.	50/47	47/53	44/55
21. The district's use of technology for administrative purposes.	40/57	31/69	41/32

<sup>1</sup>Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

Principals (91 percent) and administrators (90 percent) both indicate that Clay County schools are kept in good condition at higher levels than teachers (67 percent). Teachers are also less likely to believe that relations with various groups in the community are well maintained. Only 58 percent of teachers view the relations favorably as opposed to 83 percent of principals and 84 percent of administrators. Likewise, only 69 percent of see the staff development opportunities provided by the district to improve the skills of teachers favorably. Eighty (80) percent of administrators and 83 percent of principals rate these opportunities as good or excellent.

Exhibit 3-4 presents the responses for each group to Part D of the surveys which asks questions pertaining to the work environment. The groups are generally in agreement with the areas covered in this section. For most survey items, principals are the most satisfied with their work environment, followed by administrators and then teachers.

Two statements lacking consensus among groups relate to workload distribution. Teachers (47 percent) and administrators (53 percent) agree that workloads are equitably distributed among teachers and staff members. Principals agree at a higher rate (86 percent) that this is the case. Similar responses were given concerning the general statement, *workload is evenly distributed*. More principals (77 percent) than administrators (56 percent) and teachers (41 percent) agree that workload is distributed evenly.

Principals (92 percent) and administrators (78 percent) indicate that teachers and administrators have excellent working relationships, however only 60 percent of the teachers agree. Differences of opinion also exist when it comes to the question of whether or not teachers enforce high student learning standards. Principals agree with this statement at a higher rate (96 percent) than teachers (81 percent) and administrators (69 percent). The principals also indicate that staff (64 percent) are disciplined when work standards are not met while fewer teachers (28 percent) and administrators (59 percent) agree. Finally, more principals (95 percent) and administrators (78 percent) than teachers (65 percent) indicate that they have adequate facilities to do their work.

Exhibit 3-5 details the various responses to Part E of the surveys. In this section, all groups are in general agreement on every statement except two. Teachers (59 percent) disagree to a greater extent that salary levels are competitive in the Clay County School District than do administrators (9 percent) and principals (22 percent). Similar responses are provided to the question concerning adequate salary levels for level of work and experience. Administrators provided responses indicating agreement with this statement at a higher rate (72 percent) than principals (60 percent) or teachers (16 percent). For each of the nine questions, teachers indicate less job satisfaction than principals and teachers.

Exhibit 3-6 details the responses given by each group to Part F of the surveys concerning the administrative structures and practices. There is disagreement over all of the responses, but the disagreement is limited to the teachers. The principals and administrators agree on every question. Teachers indicate significantly lower levels of satisfaction in all areas of administrative structure and practices.

**EXHIBIT 3-4**  
**COMPARISON SURVEY RESPONSES**  
**WITHIN CLAY COUNTY SCHOOL DISTRICT**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) <sup>1</sup>		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I find Clay County to be an exciting, challenging place to work.	81/9	97/0	82/4
2. The work standards and expectations in Clay County are equal to or above those of most other school districts.	81/6	98/2	77/6
3. Clay County officials enforce high work standards.	78/9	89/6	79/4
4. Most Clay County teachers enforce high student learning standards.	69/6	96/5	81/4
5. Clay County teachers and administrators have excellent working relationships.	78/6	92/0	60/11
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	47/16	58/24	27/29
7. <u>Staff</u> who do not meet expected work standards are disciplined.	59/22	64/18	28/25
8. <u>Teacher</u> promotions and pay increases are based on individual performance.	3/88	2/94	6/74
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	12/79	11/84	7/44
10. I feel that I have the authority to adequately perform my job responsibilities.	85/9	97/3	86/7
11. I have adequate facilities to do my work.	78/19	95/5	65/26
12. I have adequate equipment and computer support to do my work.	57/31	49/39	44/44
13. The workloads are equitably distributed among teachers and staff members.	53/16	86/10	47/32
14. No one knows or cares about the amount or quality of work that I perform.	3/94	6/86	16/68
15. Workload is evenly distributed.	56/31	77/18	41/36
16. The failure of Clay County officials to enforce high work standards results in poor work quality.	13/72	8/74	18/48
17. I often observe other teachers and/or staff socializing rather than working while on the job.	17/75	8/80	13/70

<sup>1</sup>Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree



**EXHIBIT 3-5  
COMPARISON SURVEY RESPONSES  
WITHIN CLAY COUNTY SCHOOL DISTRICT**

<b>PART E: JOB SATISFACTION</b>	<b>(%A + SA) / (% D + SD)<sup>1</sup></b>		
	<b>ADMINISTRATORS</b>	<b>PRINCIPALS</b>	<b>TEACHERS</b>
1. I am very satisfied with my job in Clay County.	78/13	97/3	86/6
2. I plan to make a career in Clay County.	90/3	95/0	80/5
3. I am actively looking for a job outside of Clay County.	3/88	0/100	5/88
4. Salary levels in Clay County are competitive.	72/9	67/22	25/59
5. My supervisor(s) appreciates my work.	88/9	91/5	75/18
6. I am an integral part of the Clay County team.	81/9	89/2	68/13
7. There is no future for me in the Clay County.	3/91	4/92	5/84
8. My salary level is adequate for my level of work and experience.	72/9	60/27	16/71
9. I enjoy working in a culturally diverse environment.	84/3	87/0	76/5

<sup>1</sup>Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree

**EXHIBIT 3-6  
COMPARISON SURVEY RESPONSES  
WITHIN CLAY COUNTY SCHOOL DISTRICT**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) <sup>1</sup>		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in Clay County are highly effective and efficient.	85/9	89/6	49/18
2. Administrative decisions are made quickly and decisively.	85/3	91/6	53/17
3. Clay County administrators are easily accessible and open to input.	84/9	98/0	54/24
4. Authority for administrative decisions is delegated to the lowest possible level.	47/22	50/26	18/24
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	82/6	94/3	68/15
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	16/66	11/69	28/31
7. The extensive committee structure in Clay County ensures adequate input from teachers and staff on most important decisions.	66/9	75/15	39/29
8. Clay County has too many committees.	13/56	13/57	27/23
9. Clay County has too many layers of administrators.	9/78	3/89	40/21
10. Most Clay County administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	75/13	84/8	47/15
11. Central Office Administrators are responsive to school needs.	91/3	90/0	40/15
12. Central Office Administrators provide quality service to schools.	93/3	90/2	38/14

<sup>1</sup>Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree

Fewer teachers (49 percent) than administrators (85 percent) and principals (89 percent) indicate that most administrative practices are highly effective and efficient. Similarly, fewer teachers (53 percent) state that administrative decisions are made quickly and decisively than administrators (85 percent) or principals (91 percent). More principals (98 percent) and administrators (84 percent) than teachers (54 percent) indicate that administrators are easily accessible and open to input. More teachers (28 percent) than administrators (16 percent) and principals (11 percent) state that major bottlenecks exist in many administrative processes. The extensive committee structure

is viewed more positively by the principals (75 percent) and the administrators (66 percent) than by the teachers (39 percent). Only 40 percent of teachers indicate that central office administrators are responsive to school needs. Ninety (90) percent of principals and 91 percent of administrators agree with this statement. Similar percentages are indicated for the question dealing with the quality of service provided by central office administrators. Lastly, the principals (84 percent) and the administrators (75 percent) state that most administrative processes are highly efficient and responsive, while fewer teachers (47 percent) indicate likewise.

Exhibit 3-7 lists the responses given to Part G of the surveys. There is widespread disagreement on the quality of the various programs. In most cases, the principals give higher *adequate* or *outstanding* ratings. District administrators give the next highest ratings, while teachers generally give the lowest ratings.

The principals disagree with the administrators on four different district programs or functions. Although principals give a greater number of *adequate* or *outstanding* responses for most areas, two noticeable exceptions exist in the areas of pupil transportation and food service. Seventy-nine (79) percent of administrators rate pupil transportation as *adequate* or *outstanding*, as opposed to 68 percent of principals. Likewise, 64 percent of principals indicate that food services are *adequate* or *outstanding*. Eighty-one (81) percent of administrators indicate the same. Principals do have a higher opinion of financial management and accounting functions. Over four-fifths (81 percent) of principals view this function positively, as opposed to 69 percent of administrators. Another area of disagreement is attitudes towards personnel evaluation. Sixty-nine (69) percent of principals view performance of this function as *adequate* or *outstanding*. Administrators also view this function positively, just not to the same degree (57 percent).

The administrators and teachers differ in their assessment of almost every one of the district's programs and functions. In almost every case teachers have lower assessments of district functions than administrators. Notable exceptions to this rule exist in the areas of administrative technology, data processing, and personnel evaluation. Administrators (75 percent) are more likely to indicate data processing needs to be improved than teachers (19 percent). The same is true of administrative technology (57 percent to 22 percent) and personnel evaluation (41 percent to 32 percent). For all their differences, teachers and administrators do share similar opinions of five different programs. In the areas of custodial services, staff development, instructional technology, instructional coordination/supervision, and program evaluation, research, and assessment, the two groups have remarkably similar opinions.

Teachers rate the quality of most of the programs differently than do the principals. In all cases but three, the principals provide higher *adequate* or *outstanding* ratings. The exceptions to the general rule are in the areas of instructional technology, data processing, and administrative technology. The only program where teachers and principals seem to be in complete agreement is staff development.

**EXHIBIT 3-7  
COMPARISON SURVEY RESPONSES  
WITHIN CLAY COUNTY SCHOOL DISTRICT**

<b>PART G: DISTRICT/PROGRAM FUNCTION</b>	<b>% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT</b>	<b>% ADEQUATE <sup>1</sup> + OUTSTANDING</b>	
	<b>ADMINISTRATORS</b>	<b>PRINCIPALS</b>	<b>TEACHERS</b>
a. Budgeting	28/63	21/76	55/23
b. Strategic planning	34/64	23/70	36/34
c. Curriculum planning	12/69	22/76	42/19
d. Financial management and accounting	28/69	10/81	31/33
e. Community relations	22/78	25/74	38/52
f. Program evaluation, research, and assessment	29/42	24/69	27/45
g. Instructional technology	53/34	71/29	59/32
h. Pupil accounting	10/75	16/73	24/50
i. Instructional coordination/supervision	16/69	13/88	21/65
j. Instructional support	6/78	10/91	32/60
k. Federal Program (e.g., Title I, Special Education) coordination	9/59	15/77	31/46
l. Personnel recruitment	22/66	30/54	24/39
m. Personnel selection	16/75	19/80	28/44
n. Personnel evaluation	41/57	30/69	32/60
o. Staff development	36/55	39/61	35/53
p. Data processing	75/25	70/29	19/31
q. Purchasing	12/85	9/82	16/42
r. Law enforcement/security	12/69	18/78	27/53
s. Plant maintenance	25/75	31/69	31/51
t. Facilities planning	15/75	25/72	37/41
u. Pupil transportation	12/79	31/68	24/58
v. Food service	16/81	34/64	38/52
w. Custodial services	38/56	30/69	39/52
x. Risk management	19/76	9/66	15/43
y. Administrative technology	57/37	68/32	22/34

<sup>1</sup>Percent responding Needs Some Improvement or Needs Major Improvement / Percent responding Adequate or Outstanding

Exhibit 3-8 details the various responses to Part H of the surveys. Most respondents state that the Clay County School District is at least above average in efficiency with the principals providing the highest efficiency ratings at 97 percent. When asked how the operational efficiency could be improved, the administrators and principals were in agreement with their first choice: *privatize some support services*. Teachers indicated that privatizing support services is a third choice to improve efficiency. All groups showed some interest in *joining with other districts to provide joint services* and *taking advantage of more regional services*. The choice of highest selection for the teachers, *reducing the number of administrators*, was not chosen by many principals or administrators.

**EXHIBIT 3-8  
COMPARISON SURVEY RESPONSES  
WITHIN CLAY COUNTY SCHOOL DISTRICT**

<b>PART H: OPERATIONS</b>	<b>ADMINISTRATORS (%)</b>	<b>PRINCIPALS (%)</b>	<b>TEACHERS (%)</b>
1. The overall operation of Clay County is:			
Highly efficient	25	28	7
Above average in efficiency	69	69	75
Less efficient than most other school districts	3	2	9
Don't Know	3	2	10
2. The operational efficiency of Clay County could be improved by:			
Offering fewer programs	9	6	6
Increasing some class sizes	3	0	2
Increasing teacher workload	3	0	0
Reducing the number of administrators	3	2	26
Reducing the number of support staff	0	5	12
Privatizing some support services	22	27	18
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	22	19	15
Taking advantage of more regional services	16	17	21
Reducing the number of facilities operated by the district	6	2	2
Other	34	22	20

### **3.5 Comparison of Clay County School District Responses to Other School Districts**

This section analyzes a comparison of responses of the Clay County School District administrators, principals, and teachers to similar groups in other school districts around the United States in which MGT has conducted this survey. In several previous studies, principals were not analyzed separately from district-level administrators. Therefore, in order to make meaningful comparisons, responses from Clay County administrators and principals have been combined. Clay County teacher responses are compared separately to teacher responses from the previous studies.

Parts A through C compare Clay County administrator and teacher responses to responses from the following school districts in which surveys were conducted in the last five years: Alachua County, Florida; Austin, Texas; Brownsville, Texas; Calhoun, Texas; Dallas, Texas; Fairfax, Virginia; Grand Prairie, Texas; Jefferson County, Colorado; Hamilton County, Florida; Henderson County, North Carolina; Hillsborough County, Florida; Lee County, Florida; La Joya, Texas; McAllen, Texas; Midland, Texas; Pharr-San Juan-Alamo, Texas; Poudre, Texas; St. Mary's County, Maryland; San Angelo, Texas; San Diego, California; Seguin, Texas; Sherman, Texas; United, Texas; and Waco, Texas.

Parts D through G compare Clay County responses to responses from the following school districts: Alachua County, Florida; Fairfax, Virginia; Grand Prairie, Texas; Jefferson County, Colorado; Hamilton County, Florida; Henderson County, North Carolina; Hillsborough County, Florida; Lee County, Florida; St. Mary's County, Maryland; San Diego, California; Seguin, Texas; and United, Texas. Part H of the survey is not compared to the other districts as that portion of the survey is modified periodically to fit unique situations in each district, and comparison data do not exist.

Exhibits 3-9 through 3-15 present comparisons between administrators in the Clay County School District and administrators in those districts noted above. Exhibits 3-16 through 3-22 present comparisons between Clay County teachers and the other districts.

#### **3.5.1 Administrator Comparisons of Clay County School District Responses to Other School Districts**

Exhibit 3-9 compares Clay County administrator (district-level administrators and principals) responses with administrator responses in all other school districts for Part A of the surveys. The responses are more favorable for Clay County concerning the overall quality of education with 97 percent grading it as *Good or Excellent* while only 87 percent in other districts rate it as highly. Also, Clay County administrators (97 percent) indicate that the quality is improving or staying the same at a higher percentage than the other districts (92 percent). The grades given to the various groups of employees are similar, with Clay County giving slightly higher grades to the teachers and school administrators and much higher grades to district administrators.

As shown in Exhibit 3-10, in all cases except one Clay County administrators are more positive about the education in their district than administrators in other districts. The lone exception to the rule concerns whether or not a teacher can overcome a student's problems at home. The difference between the two groups on this issue is very small (one to two percent).

**EXHIBIT 3-9**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS <sup>1, 2</sup>**

<b>PART A OF SURVEY</b>	<b>CLAY COUNTY SCHOOL DISTRICT (%)</b>	<b>OTHER SYSTEMS (%)</b>
1. Overall quality of public education in the district is: Good or excellent Fair or Poor	99 1	87 12
2. Overall quality of education in the district is: Improving Staying the Same Getting Worse Don't Know	98 2 0 0	72 20 6 1
3. Grade given to district teachers: Above Average (A or B) Below Average (D or F)	96 1	85 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	94 1	86 2
5. Grade given to district administrators: Above Average (A or B) Below Average (D or F)	88 1	70 8

<sup>1</sup> For comparison purposes, Administrators and Principals in some of the other systems were combined in order to benchmark against a similar grouping in Clay County .

<sup>2</sup> Other systems include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

**EXHIBIT 3-10**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS <sup>1,2</sup>**

PART B	(% A + SA)/(% D + SD) <sup>3</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SYSTEMS <sup>2</sup>
1. The emphasis on learning in the district has increased in recent years.	92/5	86/6
2. District schools are safe and secure from crime.	86/9	68/14
3. Our schools do not effectively handle misbehavior problems.	4/89	18/69
4. Our schools have sufficient space and facilities to support the instructional programs.	51/33	33/56
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	3/83	15/73
6. Our schools can be described as "good places to learn."	98/1	89/3
7. There is administrative support for controlling student behavior in our schools.	97/2	85/7
8. Most students in our schools are motivated to learn.	86/5	73/14
9. Lessons are organized to meet students' needs.	82/5	72/12
10. The curriculum is broad and challenging for most students.	86/3	73/13
11. There is little a teacher can do to overcome education problems due to a student's home life.	17/69	16/71
12. Teachers in our schools know the material they teach.	92/1	86/4
13. Teachers in our schools care about students' needs.	94/1	90/3
14. Teachers expect students to do their very best.	90/4	83/6
15. Principals and assistant principals in our schools care about students' needs.	97/1	94/3
16. In general, parents do not take responsibility for their children's behavior in our schools.	25/65	30/53
17. Parents in this district are satisfied with the education their children are receiving.	90/5	68/11
18. Most parents really don't seem to know what goes on in our schools.	31/49	41/38
19. Parents play an active role in decision-making in my school.	59/19	47/24
20. This community really cares about its children's education.	90/3	74/11
21. Taxpayer dollars are being used wisely to support public education in the district.	85/10	71/15
22. Sufficient student services are provided in the district.	88/7	57/34
23. Site-based planning has been implemented effectively in the district.	71/14	51/26

<sup>1</sup> For comparison purposes, administrators and principals in some other systems were combined in order to benchmark against a similar grouping in Clay County .

<sup>2</sup> Other systems include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

<sup>3</sup> Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*.



The most dramatic differences between the two groups of administrators concern security issues, parental and community satisfaction, and the adequacy of facilities and services. A greater percentage of Clay County administrators (86 percent) than other districts (68 percent) feel safe and secure from crime. In addition, more Clay County administrators state that schools effectively handle misbehavior problems (89 to 69 percent), and provide administrative support for controlling student behavior (97 to 85 percent). Administrators in Clay County believe that parents are satisfied with their children's education at a higher rate (90 percent) than administrators in other districts (68 percent). They are also more likely to believe that the community really cares about its children's education (90 to 74 percent) and that taxpayer dollars are being used wisely to support public education (85 to 71 percent). Clay County administrators are much more likely to agree that sufficient student services are provided (88 to 57 percent). They are also more likely to indicate that schools have sufficient space and facilities (51 to 33 percent).

Exhibit 3-11 details the responses given by Clay County administrators and those in other districts for Part C of the surveys. There is greater disparity among the responses in this section. Clay County administrators differ with those in other districts on 12 questions. As before, administrators in Clay County are much more positive than their counterparts in other areas. The only noticeable exception is in the area of the district's use of technology for administrative purposes. Administrators from other districts are more likely to have favorable opinions on this issue (53 percent) than administrators in Clay County (34 percent).

Responses vary among the administrators concerning the school board. Clay County administrators give higher (69 percent) *good* or *excellent* ratings than do other districts (34 percent) when rating the school board members' knowledge of the educational needs of students in the district. Similarly, higher positive ratings (63 percent compared to 37 percent) are given by Clay County administrators concerning their knowledge of operations in the district. Lastly, higher positive ratings are given when the school board's work at setting or revising policy is considered. Clay County administrators (67 percent) rate this area as *good* or *excellent*, while only 43 percent of the administrators from other districts give such high marks.

The Clay County administrators are pleased with the performance of the superintendent's work as the instructional leader of the district. They give lower negative ratings (seven percent) than did the other administrators (28 percent) and higher positive ratings (93 to 70 percent). Almost identical figures are provided concerning the school superintendent's work as chief administrator of the district.

A higher percentage of Clay County administrators (75 percent) than other administrators (60 percent) rate the teacher's attitudes towards their jobs as *good* or *excellent*. Similarly, Clay County administrators are more positive about how well students' test results are explained to parents (54 to 42 percent).

The condition in which schools are kept is viewed more favorably by Clay County administrators (90 percent) than by the reference group (67 percent). More Clay County administrators (83 percent) rate highly how well the relations are kept with various groups in the community than other administrators (60 percent). Lastly, the opportunities provided to both administrators and teachers to improve their skills are rated much higher by the Clay County administrators than the administrators from the comparison districts.

**EXHIBIT 3-11**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS<sup>1, 2</sup>**

PART C	(% G + E) / (% F + P) <sup>3</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SCHOOL DISTRICTS
1. School board members' knowledge of the educational needs of students in the district.	69/29	34/61
2. School board members' knowledge of operations in the district.	63/37	37/58
3. School board members' work at setting or revising policies for the district.	67/33	43/52
4. The district school superintendent's work as the instructional leader of the district.	93/7	70/28
5. The district school superintendent's work as the chief administrator (manager) of the district.	90/9	74/25
6. Principals' work as the instructional leaders of their schools.	87/13	86/12
7. Principals' work as the managers of the staff and teachers.	94/6	88/9
8. Teachers' work in meeting students' individual learning needs.	85/14	73/23
9. Teachers' work in communicating with parents.	60/37	61/35
10. Teachers' attitudes about their jobs.	75/23	60/37
11. Students' ability to learn.	90/6	81/16
12. The amount of time students spend on task learning in the classroom.	73/21	69/24
13. Parents' efforts in helping their children to do better in school.	39/56	36/58
14. Parents' participation in school activities and organizations.	40/57	31/64
15. How well students' test results are explained to parents.	54/37	42/51
16. The condition in which district schools are kept.	90/10	67/32
17. How well relations are maintained with various groups in the community.	83/16	60/36
18. The opportunities provided by the district to improve the skills of teachers.	82/15	64/34
19. The opportunity provided by the district to improve the skills of school administrators.	77/21	60/36
20. The district's job of providing adequate instructional technology.	48/51	52/46
21. The district's use of technology for administrative purposes.	34/65	53/44

<sup>1</sup> For comparison purposes, administrators and principals in some other systems were combined in order to benchmark against a similar grouping in Clay County.

<sup>2</sup> Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

<sup>3</sup> Percent responding *Good or Excellent* / Percent responding *Fair or Poor*.

Exhibit 3-12 represents the comparison of responses to Part D of the survey, which covers the work environment. Clay County administrators provide more optimistic responses than the other administrators for all questions except for three. These questions deal with the adequacy of equipment and computer support to do work, and whether or not teachers and staff receive promotions and pay increases based on individual performance. Regarding the latter two issues, the differences are not great. However, only 51 percent of Clay County administrators believe they have adequate equipment and computer support to do their work. Sixty-seven (67) percent of administrators in other districts agree with this statement.

Clay County administrators are more likely to state that workloads are more equitably distributed among teachers and staff members (75 percent) than administrators in other districts (51 percent). They are also more likely to agree with the more generic statement, *workload is evenly distributed*, by a margin of 70 to 40 percent. Administrators in other districts are less likely to believe that teachers and administrators have excellent working relationships (63 percent) than Clay County administrators (88 percent). They are also less likely to state that anyone knows or cares about their work (69 to 89 percent).

Greater percentages of Clay County administrators (90 to 73 percent) state that they have adequate facilities in which to do their work. They also are more likely to indicate that teachers who do not meet expected work standards are disciplined (54 percent) than administrators from other districts (32 percent).

Exhibit 3-13 compares the responses concerning job satisfaction which are found in Part E of the survey. Responses are comparable between the Clay County administrators and the administrators from the comparison groups. The response percentages indicate that both groups are satisfied overall with their jobs. Clay County administrators are more satisfied with their jobs than the comparison group of administrators. There are only two questions that revealed significant disparity between the two groups of respondents. More Clay County administrators (69 percent) are in agreement that salary levels are competitive in the district than other districts' administrators (46 percent). Also, more Clay County administrators agree that their salary level is adequate for their level of work and experience (64 to 40 percent).

The response comparisons to Part F of the survey, which covers the administrative structures and practices of the school district, are found in Exhibit 3-14. For each of the 12 questions, Clay County administrators indicate greater approval for administrative structure and practices. The results vary significantly for nine questions between the Clay County administrators and administrators in comparison districts.

Eighty-seven (87) percent of Clay County administrators indicate that most administrative practices are effective and efficient compared to only 65 percent of the administrators in other school systems. Likewise, more Clay County administrators (93 to 69 percent) indicate that administrators are easily accessible and open to input and that administrative decisions are made quickly and decisively (88 to 49 percent). More Clay County administrators (68 percent) disagree that major bottlenecks exist in many administrative processes than do administrators from other districts (39 percent). In addition, administrators from the comparison districts are less likely to state that authority for administrative decisions are made at the lowest possible level (36 to 49 percent) than Clay County administrators.

**EXHIBIT 3-12**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS<sup>1, 2</sup>**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) <sup>3</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SCHOOL DISTRICTS
1. I find the district to be an exciting, challenging place to work.	92/3	87/5
2. The work standards and expectations in the district are equal to or above those of most other school districts.	93/1	83/5
3. District officials enforce high work standards.	85/7	79/9
4. Most district teachers enforce high student learning standards.	87/5	74/7
5. District teachers and administrators have excellent working relationships.	88/2	63/14
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	54/21	32/37
7. <u>Staff</u> who do not meet expected work standards are disciplined.	63/20	44/28
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	2/92	9/73
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	12/82	16/66
10. I feel that I have the authority to adequately perform my job responsibilities.	93/5	82/11
11. I have adequate facilities in which to conduct my work.	90/9	73/20
12. I have adequate equipment and computer support to conduct my work.	51/37	67/25
13. The workloads are equitably distributed among teachers and staff members.	75/12	51/25
14. No one knows or cares about the amount or quality of work that I perform.	5/89	17/69
15. Workload is evenly distributed.	70/22	40/37
16. The failure of district officials to enforce high work standards results in poor quality work.	10/74	18/60
17. I often observe other teachers and/or staff socializing rather than working while on the job.	10/78	13/67

<sup>1</sup> For comparison purposes, administrators and principals in some other systems were combined in order to benchmark against a similar grouping in Clay County .

<sup>2</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>3</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

**EXHIBIT 3-13**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS<sup>1, 2</sup>**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) <sup>3</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SYSTEMS
1. I am very satisfied with my job in the district.	91/6	85/7
2. I plan to make a career in the district.	94/1	85/3
3. I am actively looking for a job outside the district.	1/96	7/82
4. Salary levels are competitive (with other school districts).	69/18	46/39
5. My work is appreciated by my supervisor(s).	90/6	72/13
6. I am an integral part of the district team.	87/4	75/12
7. There is no future for me in the district.	3/92	6/82
8. My salary level is adequate for my level of work and experience.	64/21	40/49
9. I enjoy working in a culturally diverse environment.	86/1	91/1

<sup>1</sup> For comparison purposes, Administrators and Principals in some other systems were combined in order to benchmark against a similar grouping in Clay County .

<sup>2</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>3</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

**EXHIBIT 3-14**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS<sup>1,2</sup>**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) <sup>3</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SYSTEMS
1. Most administrative practices in the district are effective and efficient.	87/7	65/17
2. Administrative decisions are made quickly and decisively.	88/3	49/27
3. District administrators are easily accessible and open to input.	93/3	69/18
4. Authority for administrative decisions is delegated to the lowest possible level.	49/25	36/38
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	90/4	71/11
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	13/68	36/39
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	72/13	59/18
8. The district has too many committees.	13/57	38/34
9. The district has too many layers of administrators.	5/85	14/67
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	81/9	65/21
11. Central Office Administrators are responsive to school needs.	91/1	71/13
12. Central Office Administrators provide quality service to schools.	94/0	73/10

<sup>1</sup> For comparison purposes, Administrators and Principals in some other systems were combined in order to benchmark against a similar grouping in Clay County .

<sup>2</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>3</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Clay County administrators are more inclined to *agree* or *strongly agree* that the district's administrative processes are highly efficient and responsive. Eighty-one (81) percent of Clay County administrators are in agreement with the statement, while only 65 percent of the other districts' administrators are. The number of committees is viewed more favorably by Clay County administrators (57 percent) than other administrators (34 percent).

Lastly, Clay County administrators are in agreement that administrators are responsive to school needs and that they provide quality service by higher percentages than the other administrators in both cases.

Exhibit 3-15 shows the comparisons between the two groups concerning district programs and functions which are found in Part G of the survey. There are 19 program areas in which the respondents differ significantly.

In most instances, Clay County administrators indicate to a lesser degree that a program needs *some* or *major improvement* compared to the administrators in other districts. The three exceptions are:

- Instructional technology (65 to 45 percent *needs some or major improvement*);
- Data processing (72 to 33 percent); and,
- Administrative technology (64 to 26 percent).

Programs where Clay County administrators indicate to a lesser degree that a program *needs some or major improvement* compared to the administrators in other districts are:

- Budgeting (23 to 39 percent *needs some or major improvement*)
- Strategic planning (26 to 44 percent)
- Curriculum planning (19 to 48 percent)
- Financial management and accounting (16 to 34 percent)
- Community relations (24 to 39 percent)
- Pupil accounting (14 to 27 percent)
- Instructional coordination/supervision (14 to 34 percent)
- Instructional support (8 to 41 percent)
- Federal program support (13 to 35 percent)
- Personnel recruitment (27 to 40 percent)
- Personnel selection (18 to 38 percent)

**EXHIBIT 3-15**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT ADMINISTRATORS AND ADMINISTRATORS IN**  
**OTHER DISTRICTS <sup>1, 2</sup>**

<b>PART G: DISTRICT/PROGRAM FUNCTION</b>	<b>% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT</b>	<b>% ADEQUATE <sup>3</sup> + OUTSTANDING</b>
	<b>CLAY COUNTY SCHOOL DISTRICT</b>	<b>OTHER SYSTEMS</b>
a. Budgeting	23/72	39/58
b. Strategic planning	26/67	44/42
c. Curriculum planning	19/74	48/48
d. Financial management and accounting	16/77	34/60
e. Community relations	24/75	39/55
f. Program evaluation, research, and assessment	26/60	43/52
g. Instructional technology	65/31	45/51
h. Pupil accounting	14/74	27/58
i. Instructional coordination/supervision	14/81	34/57
j. Instructional support	8/87	41/54
k. Federal program (e.g., Chapter I, Special Education) coordination	13/71	35/48
l. Personnel recruitment	27/58	40/48
m. Personnel selection	18/78	38/54
n. Personnel evaluation	33/65	45/50
o. Staff development	38/59	42/54
p. Data processing	72/28	33/53
q. Purchasing	10/82	32/58
r. Law enforcement/security	16/75	31/60
s. Plant maintenance	29/71	46/51
t. Facilities planning	22/73	42/53
u. Pupil transportation	25/72	32/59
v. Food service	28/70	33/64
w. Custodial services	32/65	38/58
x. Risk management	13/69	25/64
y. Administrative technology	64/34	26/71

<sup>1</sup> For comparison purposes, administrators and principals in some other systems were combined in order to benchmark against a similar grouping in Clay County .

<sup>2</sup> Other systems includes Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>3</sup> Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.



- Personnel evaluation (33 to 45 percent)
- Purchasing (10 to 32 percent)
- Law enforcement/security (16 to 31 percent)
- Plant maintenance (29 to 46 percent)
- Facilities planning (22 to 42 percent)

### **3.5.2 Teacher Comparisons of Clay County School District Responses to Other School Districts**

Exhibit 3-16 lists the responses Clay County teachers and teachers in other districts give to Part A of the surveys. More Clay County teachers (90 percent) than other teachers (70 percent) state that the overall quality of education is *good* or *excellent*. Generally, Clay County teachers have better overall opinions and give better grades to their co-workers than teachers in other school districts, though the degree of difference is not great.

Exhibit 3-17 lists the responses and comparisons to Part B of the survey. There are seven questions in which there is disparity between Clay County teachers and teachers in comparison districts. In each case, Clay County teachers have more positive attitudes.

Clay County teachers (66 percent) are more inclined to agree that the schools are safe and secure from crime than do the other teachers (40 percent). In a related issue, more Clay County teachers believe there is administrative support for controlling student behavior in schools (68 to 50 percent). They are also more likely to indicate that schools effectively handle misbehavior problems (45 percent) than other teachers (34 percent).

More Clay County teachers (81 percent) are in agreement that the emphasis on learning has increased in recent years than other teachers (67 percent). They are also more likely to describe schools as good places to learn (87 percent to 71 percent).

Fewer Clay County teachers (17 to 34 percent) state that there are insufficient student services. However, more Clay County teachers (64 percent) believe that parents are satisfied with the education their children are receiving than teachers in other school districts (47 percent).

Exhibit 3-18 lists the comparisons to Part C of the teacher surveys. There are 10 statements in which there are differences in the responses between Clay County teachers and other districts' teachers. In nine of these cases, Clay County teachers give more *good* and *excellent* responses. The lone exception concerns the question dealing with teachers' work in meeting individual learning needs for students. For this question, teachers in other districts rate their work higher (78 percent) than Clay County teachers (66 percent).

**EXHIBIT 3-16**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**DISTRICTS <sup>1</sup>**

<b>PART A OF SURVEY</b>	<b>CLAY COUNTY SCHOOL DISTRICT (%)</b>	<b>OTHER SCHOOL SYSTEMS (%)</b>
1. Overall quality of public education in the district is:		
Good or excellent	90	70
Fair or Poor	10	26
2. Overall quality of education in the district is:		
Improving	62	53
Staying the Same	27	25
Getting Worse	6	17
Don't Know	6	5
3. Grade given to teachers:		
Above Average (A or B)	88	84
Below Average (D or F)	0	1
4. Grade given to school administrators:		
Above Average (A or B)	66	60
Below Average (D or F)	3	12
5. Grade given to district administrators:		
Above Average (A or B)	48	40
Below Average (D or F)	10	24

<sup>1</sup> Other systems include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

**EXHIBIT 3-17**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**DISTRICTS <sup>1</sup>**

PART B	(% A + SA)/(% D + SD) <sup>2</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in district has increased in recent years.	81/4	67/14
2. District schools are safe and secure from crime.	66/20	40/39
3. Our schools do not effectively handle misbehavior problems.	34/45	52/34
4. Our schools have sufficient space and facilities to support the instructional programs.	26/66	30/60
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	29/58	30/54
6. Our schools can be described as "good places to learn."	87/2	71/13
7. There is administrative support for controlling student behavior in our schools.	68/19	50/34
8. Most students in our schools are motivated to learn.	61/26	51/33
9. Lessons are organized to meet students' needs.	87/5	77/9
10. The curriculum is broad and challenging for most students.	79/11	70/15
11. There is little a teacher can do to overcome education problems due to a student's home life.	34/46	36/47
12. Teachers in our schools know the material they teach.	91/2	87/4
13. Teachers in our schools care about students' needs.	94/1	89/3
14. Teachers expect students to do their very best.	88/4	86/6
15. Principals and assistant principals in our schools care about students' needs.	89/3	81/7
16. In general, parents do not take responsibility for their children's behavior in our schools.	50/26	59/23
17. Parents in this district are satisfied with the education their children are receiving.	64/7	47/17
18. Most parents really don't seem to know what goes on in our schools.	53/30	62/22
19. Parents play an active role in decision-making in my school.	43/36	36/39
20. This community really cares about its children's education.	61/14	52/23
21. Taxpayer dollars are being used wisely to support public education in district.	38/30	37/40
22. Sufficient student services are provided in the district.	69/17	55/34
23. Site-based management has been implemented effectively in the district	39/17	37/36

<sup>1</sup> Other systems include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

<sup>2</sup> Percent responding Agree or Strongly Agree / Percent responding Disagree or Strongly Disagree

**EXHIBIT 3-18**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**DISTRICTS <sup>1</sup>**

PART C	(%G+ E) / (%F + P) <sup>2</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SCHOOL DISTRICTS
1. School board members' knowledge of the educational needs of students in the district.	34/53	26/65
2. School board members' knowledge of operations in the district.	46/41	31/58
3. School board members' work at setting or revising policies for the district.	35/47	29/58
4. The district school superintendent's work as the instructional leader of the district.	57/36	42/48
5. The district school superintendent's work as the chief administrator (manager) of the district.	58/32	47/43
6. Principals' work as the instructional leaders of their schools.	70/29	61/37
7. Principals' work as the managers of the staff and teachers.	78/22	64/34
8. Teachers' work in meeting students' individual learning needs.	66/33	78/21
9. Teachers' work in communicating with parents.	72/26	70/29
10. Teachers' attitudes about their jobs.	61/36	50/49
11. Students' ability to learn.	73/27	62/37
12. The amount of time students spend on task learning in the classroom.	61/36	62/36
13. Parents' efforts in helping their children to do better in school.	20/75	18/79
14. Parents' participation in school activities and organizations.	27/70	20/78
15. How well students' test results are explained to parents.	41/49	35/54
16. The condition in which district schools are kept.	67/32	55/44
17. How well relations are maintained with various groups in the community.	58/31	45/43
18. The opportunities provided by the district to improve the skills of teachers.	69/29	57/42
19. The opportunity provided by the district to improve the skills of school administrators.	36/20	34/27
20. The district's job of providing adequate instructional technology.	44/53	45/51
21. The district's use of technology for administrative purposes.	41/32	45/26

<sup>1</sup> Other systems include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, La Joya, Lee, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

<sup>2</sup> Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*

The teachers of Clay County are more favorable towards their superintendent than the teachers of other districts. Concerning his work as the instructional leader of the district, more Clay County teachers (57 percent) than other teachers (42 percent) rate him as *good* or *excellent*. In addition, greater percentages of other teachers (43 to 32 percent) rate their superintendent's work as the chief administrator of the district as *fair* or *poor*.

Concerning the school board's knowledge of operations in the district, Clay County teachers are more positive than the other teachers. More Clay County teachers (46 percent) rated this area as *good* or *excellent* than other teachers (31 percent). Principals receive more positive responses from Clay County teachers when it comes to their work as the managers of the staff and teachers (78 to 64 percent). Clay County teachers also are more positive about their attitudes toward their jobs. Sixty-one (61) percent of Clay County teachers give *good* or *excellent* responses, as opposed to 50 percent for teachers in other districts. Fewer teachers in other districts think students are motivated to learn (62 to 73 percent).

Clay County teachers (67 percent) are more impressed with the condition in which district schools are kept than other teachers (55 percent). They also indicate to a higher degree (69 to 57 percent) that the opportunities provided by the district to improve the skills of teachers are *good* or *excellent*. When it comes to how well relations are maintained with various groups, Clay County teachers indicate more positive responses than teachers in other districts (58 to 45 percent).

Exhibit 3-19, which contains the comparisons to Part D of the surveys, finds differences of opinion between the teachers in their responses concerning the work environment on two responses. In all cases of disparity, the Clay County teachers provide more positive responses.

More Clay County teachers (79 percent) compared to other teachers (60 percent) indicate that district officials enforce high work standards. Clay County teachers are also more likely to indicate that teachers and administrators have excellent working relationships (60 to 40 percent).

Exhibit 3-20 lists the responses and comparisons to Part E, the job satisfaction portion of the survey. Although Clay County teachers are generally more satisfied in their jobs than other teachers, they are significantly less satisfied with their salaries. Only 25 percent of Clay County teachers state that salary levels are competitive with other school districts. Thirty-six (36) percent of teachers in other districts agree with this statement.

The responses and comparisons to Part F of the survey are found in Exhibit 3-21. In comparing the administrative structures and practices of the respective districts, it is apparent that teachers in Clay County view conditions much more favorably than their counterparts in other districts. For each of the 12 survey items, Clay County teachers give more positive replies. Clay County teachers indicate higher levels of approval for the efficiency of administrative practices (49 to 31 percent), the speed and decisiveness of those decisions (53 to 29 percent), and the accessibility of administrators (54 to 39 percent). They also are more likely to believe that teachers and staff are empowered with sufficient authority (68 to 52 percent), and are less likely to believe that major bottlenecks exist in administrative processes (28 to 49 percent).

**EXHIBIT 3-19**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**DISTRICTS <sup>1</sup>**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) <sup>2</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SYSTEMS
1. I find the district to be an exciting, challenging place to work.	82/4	69/11
2. The work standards and expectations in the district are equal to or above those of most other school districts.	77/6	62/12
3. District officials enforce high work standards.	79/4	60/17
4. Most district teachers enforce high student learning standards.	81/4	76/8
5. District teachers and administrators have excellent working relationships.	60/11	40/31
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	27/29	21/43
7. <u>Staff</u> who do not meet expected work standards are disciplined.	28/25	23/35
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	6/74	7/75
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	7/44	7/54
10. I feel that I have the authority to adequately perform my job responsibilities.	86/7	80/12
11. I have adequate facilities in which to do my work.	65/26	67/24
12. I have adequate equipment and computer support to do my work.	44/44	51/39
13. The workloads are equitably distributed among teachers and among staff members.	47/32	42/43
14. No one knows or cares about the amount or quality of work that I perform.	16/68	24/58
15. Workload is evenly distributed.	41/36	35/44
16. The failure of district officials to enforce high work standards results in poor quality work.	18/48	28/40
17. I often observe other teachers and/or staff socializing rather than working while on the job.	13/70	18/64

<sup>1</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>2</sup> Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

**EXHIBIT 3-20**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**DISTRICTS <sup>1</sup>**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) <sup>2</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SYSTEMS
1. I am very satisfied with my job in the district.	86/6	72/14
2. I plan to make a career in the district.	80/5	72/9
3. I am actively looking for a job outside the district.	5/88	9/75
4. Salary levels are competitive (with other school districts).	25/59	36/48
5. My supervisor(s) appreciates my work.	75/18	66/19
6. I am an integral part of the district team.	68/13	60/18
7. There is no future for me in the district.	5/84	9/72
8. My salary level is adequate for my level of work and experience.	16/71	24/64
9. I enjoy working in a culturally diverse environment.	76/5	85/3

<sup>1</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>2</sup> Percent responding Agree or Strongly Agree / Percent responding Disagree or Strongly Disagree.

**EXHIBIT 3-21**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**DISTRICTS <sup>1</sup>**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) <sup>2</sup>	
	CLAY COUNTY SCHOOL DISTRICT	OTHER SYSTEMS
1. Most administrative practices in the district are effective and efficient.	49/18	31/36
2. Administrative decisions are made quickly and decisively.	53/17	29/37
3. District administrators are easily accessible and open to input.	54/24	39/36
4. Authority for administrative decisions is delegated to the lowest possible level.	18/24	16/31
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	68/15	52/30
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	28/31	49/18
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	39/29	31/40
8. The district has too many committees.	27/23	48/16
9. The district has too many layers of administrators.	39/21	61/17
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	47/15	37/29
11. Central Office Administrators are responsive to school needs.	40/15	22/41
12. Central Office Administrators provide quality service to schools.	38/14	22/38

<sup>1</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>2</sup> Percent responding Agree or Strongly Agree / Percent responding Disagree or Strongly Disagree



Clay County teachers are more likely to believe that central office administrators are responsive to school needs (40 to 22 percent) and provide quality service to schools (38 to 22 percent).

Exhibit 3-22 lists the responses and comparisons to Part G of the teacher surveys. With the sole exception of instructional technology, Clay County teachers view district programs and functions more favorably than teachers in the comparison group. Significant differences exist in five district program and function areas. They are:

- Curriculum planning (42 percent of *Clay teachers state needs some or major improvement compared to 54 percent in other districts*);
- Instructional coordination/supervision (21 to 39 percent);
- Instructional support (32 to 50 percent);
- Personnel evaluation (32 to 43 percent); and
- Purchasing (16 to 31 percent).

### **3.5.3 Summary of Clay County School District Responses to Other School Districts**

Overall, the responses from Clay County administrators and teachers are more positive than those from the comparison districts. In all cases, the grades awarded to each group of employees are higher from Clay County administrators and teachers. The responses to the summary question pertaining to the overall quality of public education in the district is higher from Clay County employees. Similarly, concerning the improvement of the quality of education, both administrators and teachers responded more favorably than their counterparts, although the disparity is wider for the administrators.

There are several areas where there are noticeable differences between Clay County respondents and respondents from other districts. In all responses pertaining to the School Board and the Superintendent, the responses from Clay County administrators and teachers are more positive. The Clay County employees are more positive when presented with questions concerning the physical condition of the schools, but not the sufficiency of the equipment and computer support they need. Teacher pay is an issue where Clay County teachers are less positive than teachers in other districts. Administrators in Clay County are concerned with instructional technology, data processing, and administrative technology. Teachers share the concerns over instructional technology.

**EXHIBIT 3-22**  
**COMPARISON SURVEY RESPONSES**  
**CLAY COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN OTHER**  
**SYSTEMS <sup>1</sup>**

<b>PART G: DISTRICT/PROGRAM FUNCTION</b>	<b>% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT</b>	<b>% ADEQUATE <sup>2</sup> + OUTSTANDING</b>
	<b>CLAY COUNTY SCHOOL DISTRICT</b>	<b>OTHER SYSTEMS</b>
a. Budgeting	55/23	60/19
b. Strategic planning	36/34	45/24
c. Curriculum planning	42/19	54/38
d. Financial management and accounting	31/33	46/26
e. Community relations	38/52	46/42
f. Program evaluation, research, and assessment	27/45	41/37
g. Instructional technology	59/32	52/39
h. Pupil accounting	24/50	31/43
i. Instructional coordination/supervision	21/65	39/45
j. Instructional support	32/60	50/42
k. Federal program (e.g., Chapter I, Special Education) coordination	31/46	37/39
l. Personnel recruitment	24/39	32/37
m. Personnel selection	28/44	38/41
n. Personnel evaluation	32/60	43/44
o. Staff development	35/53	40/52
p. Data processing	19/31	19/39
q. Purchasing	16/42	31/32
r. Law enforcement/security	27/53	32/49
s. Plant maintenance	31/51	41/43
t. Facilities planning	37/41	41/31
u. Pupil transportation	24/58	33/44
v. Food service	38/52	38/50
w. Custodial services	39/52	40/52
x. Risk management	15/43	23/39
y. Administrative technology	22/34	25/40

<sup>1</sup> Other systems include Alachua, Fairfax, Grand Prairie, Hamilton, Henderson, Hillsborough, Jefferson, Lee, St. Mary's, San Diego, Seguin, and United.

<sup>2</sup> Percent responding Needs Some Improvement or Needs Major Improvement / Percent responding Adequate or Outstanding.

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## **4.0 SCHOOL DISTRICT ORGANIZATION AND MANAGEMENT**

This chapter of the report contains four sections:

- 4.1 Board and Governance Issues
- 4.2 Policies and Procedures
- 4.3 District Organization and Management
- 4.4 School Management and Site-Based Decision-Making

### **4.1 Board and Governance Issues**

Each Florida school district is governed by an elected school board. A school board derives its legal status from the State Constitution and the State Legislature. In discharging its duties, each school board must function in accordance with applicable state and federal statutes, controlling court decisions, and applicable regulations promulgated pursuant to statute by state and federal agencies. The school board is a corporate body and has the exclusive power to manage and govern the public schools of each district in the State of Florida.

According to Section 230.22, Florida Statutes, the school board, as a legal agent, has specific statutory powers. The school board has the legal power and duty to:

- determine policies and programs;
- adopt rules and regulations;
- prescribe minimum standards;
- contract, sue and be sued;
- perform duties and responsibilities; and
- assign students to schools.

Section 230.23, Florida Statutes, provides additional powers and duties for Florida school boards:

- require minutes and records to be kept;
- control property;
- adopt school programs;
- establish, organize, and operate schools;
- designate positions to be filled; prescribe qualifications for those positions; and provide for the appointment, compensation, promotion, suspension, and dismissal of employees subject to the requirements of Chapter 231, Florida Statutes;

- provide for child welfare (accounting, attendance, and control and the attention to health, safety, and other matters);
- provide adequate instructional aids for all children in accordance with the requirements of Chapter 233, Florida Statutes;
- provide for the transportation of pupils;
- approve plans for locating, planning, constructing, insuring, maintaining, protecting and condemning school property as prescribed in Chapter 235, Florida Statutes;
- comply with finance procedures identified in Chapters 236 and 237, Florida Statutes;
- provide for the keeping of all necessary records and reports;
- cooperate with other school boards and other agencies;
- cooperate with the Superintendent;
- maintain a school lunch program;
- adopt procedures whereby the general public can be adequately informed of the education programs, needs, and objectives of public education with the district; and
- implement school improvement and accountability.

## **CURRENT SITUATION**

Policy making in Clay County is the responsibility of, and vested in, a five-member school board. Each Board member serves for a four-year staggered term with elections held every two years in November (1996, 1998, 2000, etc.). The current School Board of Clay County is shown in Exhibit 4-1. Although Board members reside in a specific district as shown in this exhibit, Board members are elected by voters throughout Clay County.

Each Board member represents the Clay County School District on a number of committees. Current Committee assignments are shown in Exhibit 4-2. In addition to Board members, most committees shown in Exhibit 4-2 consist of school and central office staff, and in some cases, community representatives. As can be seen, several committees shown in Exhibit 4-2 are single purpose committees (e.g., employee of the year selection, calendar, etc.).

**EXHIBIT 4-1  
THE SCHOOL BOARD OF CLAY COUNTY  
1997-98**

<b>NAME</b>	<b>TITLE</b>	<b>TERM EXPIRES</b>	<b>SERVING SINCE</b>	<b>CURRENT/ FORMER OCCUPATION</b>	<b>DISTRICT</b>
Carol Vallencourt	Chairman	1998	1990	Community Volunteer	1
Lisa Graham	Co-Chair	1998	1990	Teacher in Bradford County	5
Carol Studdard	Member	2000	1992	Business Person	2
Richard R. Fain	Member (Last year's chair)	1998	1994	Salesman	3
Charles T. Fields	Member	2000	1996	Retired Clay County School Administrator	4

Source: Clay County School District, School Board Office, 1997.

**EXHIBIT 4-2  
SCHOOL BOARD OF CLAY COUNTY  
1997-98 COMMITTEE ASSIGNMENTS**

<b>BOARD MEMBER</b>	<b>COMMITTEE ASSIGNMENT</b>
Carol Vallencourt	<ul style="list-style-type: none"><li>■ Architect/Engineer Selection Committee</li><li>■ Teacher of the Year Selection Committee</li><li>■ Clay County Education Association (ex-officio member)</li></ul>
Lisa Graham	<ul style="list-style-type: none"><li>■ School Calendar Committee</li><li>■ School-Related Employee of the Year Selection Committee</li></ul>
Carol Studdard	<ul style="list-style-type: none"><li>■ Chamber Government Committee</li><li>■ Pre-K Interagency</li></ul>
Richard R. Fain	<ul style="list-style-type: none"><li>■ Juvenile Justice Committee</li></ul>
Charles T. Fields	<ul style="list-style-type: none"><li>■ Illiteracy Committee</li><li>■ Chamber Education Committee</li></ul>

Source: Clay County School District, School Board Office, 1998.

## **FINDING**

The Clay County School Board does not have standing committees that allow Board input (from a policy perspective) to the district's administration. The Florida School Boards Association (FSDA) does not recommend a specific standing committee structure for Florida school boards. However, the association provides general assistance in developing a policy for establishing a committee based on the district's needs.

During on-site interviews, several Board members expressed concern about their lack of input in the planning process. Some members expressed concern over their lack of involvement in major functions related to the overall management of the school district such as curriculum and instruction, personnel, finance and budgeting.

## **RECOMMENDATION**

### **Recommendation 4-1:**

**Amend Board policy to create at least two standing committees of the Board, which include major functions required to manage the school district effectively.**

These committees should, at a minimum, include:

- budget and finance; and
- curriculum and instruction.

Standing committees should be appointed annually, and each committee should have the following members:

- one or two board members;
- the Superintendent or his designee (the Superintendent should be an ex-officio member of all committees); and
- at least one or more members of the senior management team primarily responsible for the area covered by the standing committee (for example, the Assistant Superintendent for Business Services would be a member of the Budget and Finance Committee).

Implementing the recommended committee structure should augment interaction between Board members and the administration. Each committee should be responsible for reviewing action and information items to be presented to the full Board at its regular meetings. Extended discussion and clarification of policy issues would be held in Committee meetings and brought to the full Board with appropriate options fully developed as these items are presented to the Board for discussion and ratification.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Superintendent, in conjunction with the Board Chairman, should define the appropriate standing committees of the Board to be created, along with the administrative staff to be assigned to each committee. | June 1998      |
| 2. The Board Chairman and the Superintendent should present the suggested standing committees to the full Board for feedback.  | July 1998      |
| 3. The Deputy Superintendent should draft a Board policy to establish standing committees of the Board based on the board-approved committee structure.  | July 1998      |
| 4. The Board should approve the revised policy creating standing committees.   | August 1998    |
| 5. The Board should establish dates and times for each standing committee meeting.   | September 1998 |
| 6. The Board Chairman should appoint a different member of the Board as chairman of each standing committee.   | September 1998 |
| 7. The Board should adopt the standing committee structure.  | September 1998 |

## **FISCAL IMPACT**

There is no cost associated with creating standing committees of the Board.

## **FINDING**

School Board meetings in the Clay County School District are held monthly on the third Thursday of the month commencing at 7:00 p.m. In addition, special meetings/workshops are sometimes scheduled to discuss special purpose items. Prior to the regular Board meetings, student assignment and discipline hearings are held.

An analysis of School Board meetings for the 1997 calendar year is shown in Exhibit 4-3. As can be seen, the Clay County School Board met in regular session about 14 hours in 1997. Most of this time was prior to August 1997. Between August and December, the Board met in regular session for only three hours and 50 minutes. If the time spent in workshops or special meetings is added to this total, between August and December 1997, the School Board of Clay County Schools only met for a total of six hours.

An analysis of Board minutes of meetings held in September, October and November found that several major issues were addressed by the Board including a hearing on the budget (September 9), amendments to Board policies/rules (October 16), and

changes to school attendance boundaries (November 18). In most other school districts, each of these items alone would have necessitated several hours of discussion and debate. A school district of over 26,000 students cannot be governed effectively with such a minimal amount of time devoted to policy and governance responsibilities.

**EXHIBIT 4-3  
ANALYSIS OF SCHOOL BOARD MEETINGS  
1997 CALENDAR YEAR**

REGULAR MEETING			SPECIAL MEETING/WORKSHOP	
Date	Length	Student Assignment/ Disciplinary Hearing	Date	Length
Jan 23, 1997	1 hr 20 min	35 min	Jan 13, 1997	2 hrs 50 min
			June 30, 1997	3 hrs 10 min
Feb 20, 1997	1 hr 15 min.	5 min	Feb 11, 1997	35 min
March 20, 1997	2 hrs 25 min	1 hr 37 min	March 6, 1997	2 hrs 15 min
			March 11, 1997	2 hrs 15 min
			March 27, 1997	1 hr 25 min
April 17, 1997	1 hr. 25 min	55 min	April 22, 1997	30 min
May 15, 1997	1 hr. 0 min	1 hr 20 min		
June 19, 1997	1 hr 10 min	1 hr 25 min	June 10, 1997	2 hrs 50 min
July 17, 1997	2 hrs 20 min	7 min	July 8, 1997	2 hrs 45 min
			July 15, 1997	2 hrs 50 min
			July 28, 1997	55 min
Aug 21, 1997	50 min	30 min	Aug 12, 1997	40 min
Sept 18, 1997	45 min	30 min	Sept 9, 1997	40 min
Oct 16, 1997	30 min	1 hr 12 min		
Nov 18, 1997 (Reorganization Meeting)	1 hr 5 min	1 hr 30 min		
Dec 18, 1997	40 min	1 hr 55 min	Dec 11, 1997	1 hr 0 min
<b>Total</b>	14 hrs. 45 min			24 hrs 35 min
<b>TOTAL NUMBER</b>	12			14

Source: Clay County School District, 1998.

**RECOMMENDATION**

**Recommendation 4-2:**

**Augment the length of School Board meetings.**

School Boards are agencies of the state created by the Florida Constitution to operate, control, and supervise each school district [Article IX, Section 4(b), Florida Constitution]. In order for any school board to comply with the requirements of Section 230.23, Florida Statutes, as delineated on pages 4-1 and 4-2 of this chapter, school boards throughout Florida, and in fact, throughout the nation have found the need to spend time in discussion to address such important issues as the budget, planning, school boundaries, student achievement, and other duties as delineated in Florida Statutes.



Presentations of school and district-level programs and practices also provide an appropriate opportunity for the Board and the public to learn about new educational initiatives and to report on successes and areas in need of improvement. It is only through such discussion and interaction that a Board can assume its role in adopting school programs and implementing school improvement and accountability, as they have been charged by the state.

There is an expected level of public discussion as issues are presented to the School Board for action. While we found no substantial evidence that the School Board of Clay County is currently "rubber stamping" administrative recommendations, in the past few months, an analysis of Board minutes found that the Board had not taken the time as a corporate body to discuss and debate critical issues.

**(Note:** An alternative recommendation would be to hold two regularly scheduled board meetings per month.)

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Board Chairman should chair a discussion with Board members on how to make regular meetings more substantive. June 1998
2. The Board should address the issue and discuss ways to provide more input into district initiatives. The use of a timed agenda could be considered for this purpose (see Exhibit 4-4). July 1998
3. The Board should implement the new agenda and way of work. August 1998

### **FISCAL IMPACT**

There is no fiscal impact to this recommendation.

### **EXHIBIT 4-4 SAMPLE TIMED AGENDA FOR A CLAY COUNTY SCHOOL BOARD REGULAR BOARD MEETING ABBREVIATED MODIFIED VERSION OF OCTOBER 16, 1997 MEETING**

ITEM NUMBER	TIME	DESCRIPTION OF ACTIVITY
I	7:00 p.m.	Call to order (Invocation, Pledge of Allegiance)
II	7:05 p.m.	Adoption of Agenda
III	7:10 p.m.	Recognition and Awards
IV	7:30 p.m.	Scheduled Citizen Requests
V	7:50 p.m.	Presenters
VI	8:15 p.m.	Consent Agenda
VII	8:30 p.m.	Action Items and Discussion
VIII	9:00 p.m.	Presentations from Audience
IX	9:30 p.m.	Superintendent's Requests
X	10:00 p.m.	School Board's Request
XI		Adjournment

## **FINDING**

All Board meetings are held at the school board room in the central office in Green Cove Springs, Florida. The regular board meetings are televised on Channel 29 by Media One.

## **COMMENDATION**

**Media One provides free coverage of each regular Board meeting.**

## **RECOMMENDATION**

**Recommendation 4-3:**

**Rotate Board meetings and/or special meetings/workshops among school campuses.**

School boards throughout the country have found that by periodically holding Board meetings at school campuses, campuses can be showcased. In addition, Board members can become more knowledgeable of school-based operations and accomplishments. Such practice facilitates a positive relationship between the Board and campus personnel. A rotating schedule would also respond to the concerns expressed by some community stakeholders about the location of the central office in Green Cove Springs and the lack of knowledge by Board members of school-level initiatives.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Board Chairman and Superintendent should develop and prepare a calendar that identifies school locations for future Board meetings. | Summer 1998    |
| 2. The proposed calendar for meetings at rotating school sites should be shared with the full Board and approved.                          | September 1998 |

## **FISCAL IMPACT**

The recommendation can be accomplished with existing resources.

## **FINDING**

An analysis of background materials provided to Board members prior to meetings revealed that these materials are comprehensive for the Board to make informed decisions. Board agenda packages are sent to the members one week prior to the Thursday Board meeting. As shown in Exhibit 4-5, a cover page for each action agenda item enables senior staff to communicate effectively with the Board on the background of each agenda item. The cover page has been developed to provide detail on each staff recommendation for Board action, the rationale for the recommendation, fiscal impact, data sources, and the employee submitting the request.

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**EXHIBIT 4-5  
CLAY COUNTY SCHOOL DISTRICT  
SCHOOL BOARD MEETING AGENDA  
Item Backup Cover Sheet**

**ITEM TYPE:**    ☐ Recognition/Award    ☐ Presentation    ☐ Discussion Item    ☐ Consent Item

**ACTION TYPE:** ☐ Receive for Information    ☐ Take Action    ☐ Tabled Item From: \_\_\_\_\_

☐ Recognition

**AGENDA STATEMENT:**

**ISSUE:**

**ALTERNATIVES:**

**RECOMMENDED ACTION:**

**RATIONALE:**

**IMPACT STATEMENT:**

**DATA SOURCE:**

**SUBMITTED BY:**

<b>ITEM TYPE:</b> <b>AGENDA:</b> <b>DATE:</b>
---

## **COMMENDATION**

**Central office administrators provide comprehensive materials to Board members to prepare them for meetings and assist them in making informed decisions.**

The cover page for each agenda item provides a synopsis for Board members on each agenda action item.

## **FINDING**

School Board members in Clay County are supported by a total of .5 FTE staff. The Superintendent's secretary is responsible for several Board-related duties including coordinating the Board agenda, attending Board meetings, taking minutes, and reportedly working on Board-related assignments about one-half of the time.

Based on a comparison of six school systems, we found that the Clay County School Board has a staff per school board member ratio of .1 FTE, which is significantly lower than any comparable school systems which we examined.

Exhibit 4-6 provides comparison information for the Clay County School District and other school systems. In each of the school districts illustrated in this exhibit, Board members are elected (as opposed to appointed).

**EXHIBIT 4-6  
COMPARISON SUPPORT STAFFING PATTERNS OF  
SIX SCHOOL BOARD OFFICES**

<b>SCHOOL DISTRICT</b>	<b>NUMBER OF SCHOOL BOARD MEMBERS</b>	<b>NUMBER OF STUDENTS IN SCHOOL SYSTEM</b>	<b>NUMBER OF SCHOOL BOARD STAFF</b>	<b>RATIO OF FTE STAFF TO SCHOOL BOARD MEMBERS</b>
Clay County, Florida	5	26,629	0.5	0.10
Leon County, Florida	5	31,558	1.5	0.30
Lee County, Florida	5	52,302	2.0	0.40
McAllen, Texas	7	25,550	1.2	0.17
Midland, Texas	7	21,654	1.0	0.14
			<b>AVERAGE</b>	<b>0.22</b>

Source: MGT Files

## **COMMENDATION**

**The School Board of Clay County is commended for the efficient and effective secretarial services provided which has enabled the school system to maintain a low staff to Board member ratio.**

## **FINDING**

A review of the Board minutes indicated that sufficient information is included in the minutes regarding Board discussions and actions. If certain Board actions were to be questioned by the public, the Board minutes in their current form provide adequate justification or accountability for that decision. While a relatively small percentage of Board votes are split, information on the split vote is included in the minutes.

## **COMMENDATION**

**The Board secretary is commended for developing comprehensive minutes.**

## **FINDING**

The School Board of Clay County has effective mechanisms in place to keep the community informed of school board meetings. In addition to live broadcasts of Board meetings on Channel 29, a voice mail telephone system is in place for the public to phone in and hear about Board agenda items. Following Board meetings, the same voice mail system is used to convey the actions taken by the Board at its regular meeting.

## **COMMENDATION**

**The School Board of Clay County is commended for its effective use of voice mail to communicate Board agenda and action to the public.**

## **4.2 Policies and Procedures**

Effective district management requires sound, clearly written and legally valid policies. The State of Florida mandates that each school district adopt policies that govern the operation of its schools and make them accessible to all school employees and the public.

## **CURRENT SITUATION**

The Clay County School District has a one-volume policy manual (entitled School Board Rules). The school board's responsibility for maintaining the policy manual has been assigned to the Deputy Superintendent who coordinates drafts of proposed or revised policies with input from other senior staff. When applicable, Clay County School District administrators meet with the school board attorney to ensure that policies are legal and appropriately worded.

The Clay County School Board has a policy (rule) that provides guidelines for the development of proposed policies or policy amendments, and their submission to and adoption by the Board (School Board Rule 1.02F).

Clay County School District policy manual updates are distributed to approximately 50 central office staff and school principals periodically as new and revised policies are adopted by the Board. The public has access to Board policies at the central office and

at each school. It is the responsibility of each principal to see that each update or revision is placed in the policy manual.

## **FINDING**

A review of the Clay County School Board Rules Manual found that, in general, policies (rules) are kept current. The Deputy Superintendent disseminates policy change notices to the holders of policy manuals. In 1997, only one change notice was issued (August 22, 1997). In 1996, two policy change notices were issued (April 1996 and October 1996). In 1995, eight change notifications were issued.

The complete school board rules manual has not been completely updated since 1981. A review of the manual found that some policies are out of date. For example, the position of vice principal is not referenced in the manual and the operation of the District Advisory Committee, which was abolished in September 1997, continues to exist as a policy.

## **RECOMMENDATION**

### **Recommendation 4-4:**

**Conduct a comprehensive review of the district's policy manual to purge policies that are no longer needed, eliminate areas of duplication in policy, and assess the need for additional policies.**

Clear updated policies should provide a framework for Board and school district decisions. Generally, we have found that the school board policy manuals necessitate a complete comprehensive review at least every ten years. The Florida School Board Association should be consulted about the procedures used by other Florida school districts to purge policies.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                     |
|--|---------------------|
| 1. The Superintendent should direct the Deputy Superintendent, in collaboration with senior staff, to conduct a full review of the district's policy manual. | May 1998            |
| 2. The Deputy Superintendent should develop a detailed plan that outlines the district's policy development needs.   | Summer 1998         |
| 3. Senior staff should review and establish long-range plans to update district policies.  | September 1998      |
| 4. The Board should review the plan and make revisions as necessary. The Board should approve the plan.  | October 1998        |
| 5. The Clay County School Board Rules (Policy) Manual should be updated.   | 1998-99 school year |

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources if conducted internally. If the services of FSBA are requested, there would be a nominal fee.

## **FINDING**

Clay County School District's policy manual is not on-line, nor has the district made plans to automate the manual in the near future. Currently, revisions are distributed via hard copy, and principals and central office administrators are responsible for placing all revisions in the manual. An examination of some school manuals found that they are not all current. The automation of the policy manual will ensure that manuals are up to date and that modifications are distributed promptly.

The current system for administrative technology in the Clay County School District can not adequately handle policy manual automation at this time. Major improvements in administrative technology which are under development will ensure that the automation of the policy manual can be facilitated.

## **RECOMMENDATION**

### **Recommendation 4-5:**

**Initiate plans to automate the Clay County Policy Manual once administrative technology improvements are implemented.**

At this time, the district does not have appropriate technology in place to properly automate the policy manual. Once the infrastructure is in place, the school system should proceed with the automation of its policy manual.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should direct the Information Services Department to automate the policy manual. Fall 1999
2. The Superintendent should direct the Information Services Department to train central staff, school-level staff, and Board members on the use of an electronic Board Policy Manual. Winter 1999

## **FISCAL IMPACT**

There should be no cost to automate the policy manual if it is developed by in-house information services personnel. Once on-line, the policy manual can be electronically distributed to schools.

Currently, new or revised policies are disseminated on the average about three times a year to about 50 policy manual holders. If 10 copies are maintained in the hard copy format (instead of 50), a cost reduction is possible: \$.04 per page x 100 pages of updates per year x 40 copies = \$160 (annual cost savings).

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Reduce Hard Copies of Policy Manual	\$0	\$160	\$160	\$160	\$160

## **FINDING**

The Clay County School District does not have a comprehensive administrative procedures manual. For the most part, administrative procedures required to manage and implement federal, state, and district policies are not found in procedures manuals issued by the various assistant superintendents and other administrators. Most divisions in the school district do not have procedures manuals common in many districts (e.g., personnel manual, instructional manual/handbook, etc.).

However, the district does have an Administrative Memo Handbook which includes indexed memos from the current and previous superintendents. Memos are not cross-referenced to policy. In addition, not all memos are included in the Administrative Memo Handbook. For example, memo # SD-IN 93-008 in the manual includes a 1993-94 pupil assignment directive. The most current memo for 1997-98 pupil assignment is not included in the handbook and instead is distributed to schools from the Student Services Office.

Due to the lack of an administrative procedures manual in the Clay County School District, many important administrative procedures are contained in isolated memoranda issued by district-level administrators. Further, administrators, school principals and other managers have a variety of mechanisms for filing and retrieving important administrative procedures.

## **RECOMMENDATION**

### **Recommendation 4-6:**

**Develop one comprehensive administrative procedures manual or a series of division/department manuals, as appropriate, and hold division administrators accountable for their prompt development.**

Each administrative procedures manual should be carefully cross-referenced to the Board Policy Manual (School Board Rules). Administrators should be held accountable for the prompt development of administrative procedures for their divisions and departments. An administrative procedure should (1) be the source of implementation of Board policy; (2) be communicated clearly to school administrators and staff; and (3) be updated annually. The evaluation of each division administrator should include a component on the effective development and implementation of administrative procedures in his/her area of responsibility.



## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                       |
|--|-----------------------|
| 1. Following a comprehensive update of the Clay County School Board Rules Manual, senior staff should conduct a detailed analysis of all Board policies (rules) to determine which policies require administrative procedures. | Summer 1999           |
| 2. The assigned deputy/assistant superintendent should prepare administrative procedures for each policy that requires one. All administrative procedures should be clearly cross-referenced to Board policy (rule).           | Fall 1999             |
| 3. The Deputy Superintendent should train all central office and school administrators on the use of the procedures manual.  | December 1999         |
| 4. The Superintendent should ensure that the evaluations of senior administrators include an assessment of the effective development and implementation of administrative procedures for their departments.                    | 1999-2000 school year |

## **FISCAL IMPACT**

Administrative procedures can and should be developed by in-house staff at no additional cost to the district.

### **4.3 District Organization and Management**

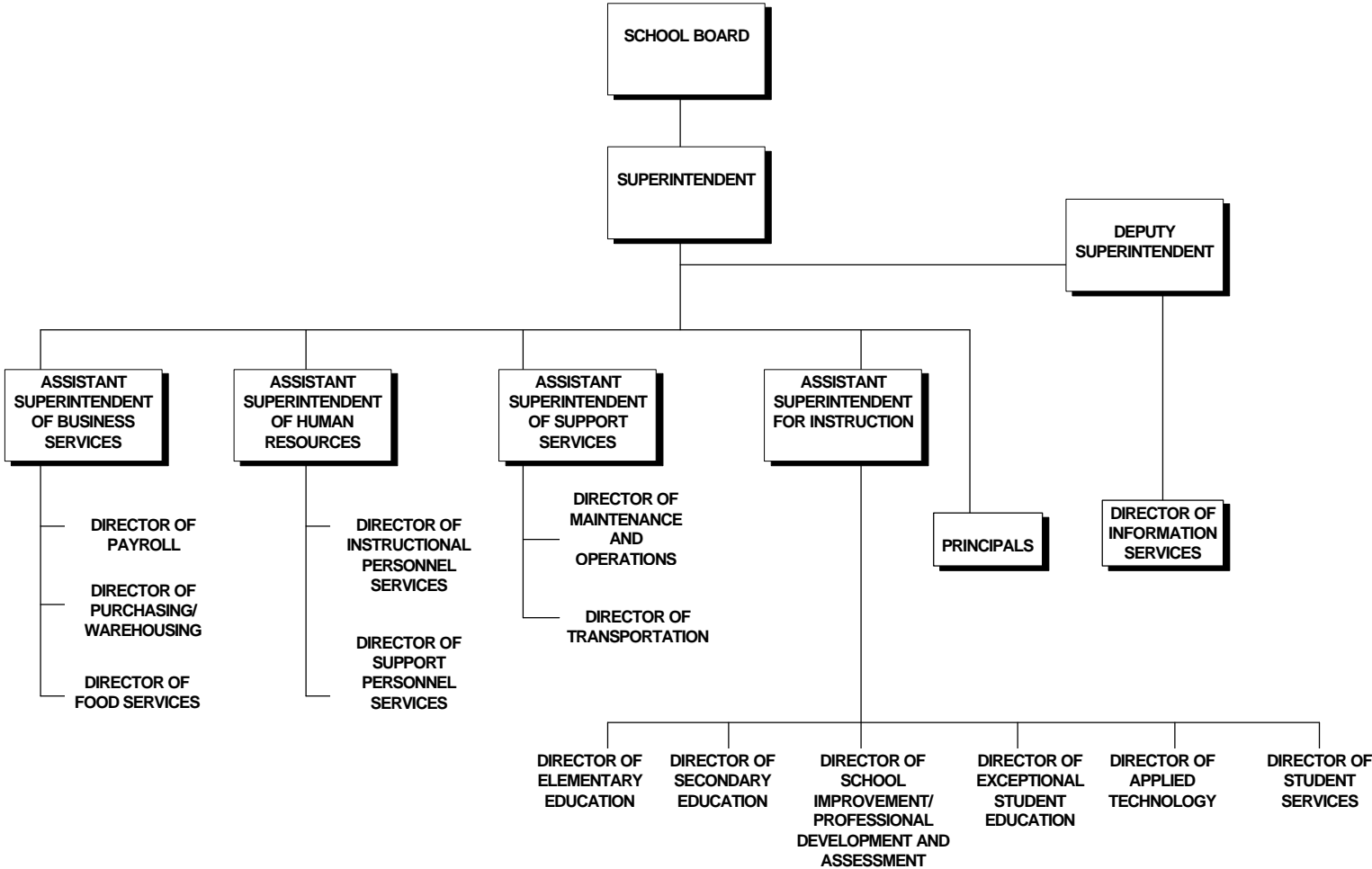
The School Superintendent in the Clay County School District is an elected position. The current Clay County School District Superintendent, David Owens, has been Superintendent since the November 1996 election. The Superintendent was a high school principal in the Clay County School District when he was elected.

The Superintendent's senior staff consists of the:

- Deputy Superintendent
- Assistant Superintendent of Business of Affairs
- Assistant Superintendent of Support Services
- Assistant Superintendent of Instructional/Student Support Services
- Assistant Superintendent of Human Resources

An organizational chart of the central office is shown in Exhibit 4-7. Senior staff meet once a week on Monday morning to address administrative issues and to prepare for Board meetings.

**EXHIBIT 4-7  
ORGANIZATIONAL CHART OF THE  
CLAY COUNTY SCHOOL DISTRICT**



Source: Clay County School District, 1997  
(with update modifications by MGT).

According to Board Policy 1.04:

*The District Office shall be organized into four (4) divisions, each to be headed by an administrator recommended by the Superintendent, and appointed by the School Board. The Division heads shall have a line/staff relationship with the Deputy Superintendent and shall be directly responsible to the Superintendent:*

- 1. The Division of Business Affairs shall be responsible for the management of the business affairs of the school district. The services of this division shall include financial services, purchasing services, property control services, and warehouse services.*
- 2. The Division of Instruction/School Improvement shall be responsible for directing and coordinating all of the instructional programs of the district. In addition, direction and coordination are provided for services which directly support the instructional programs.*
- 3. The Division of Support Services shall be responsible for providing school facility planning and construction, maintenance services, custodial services, food services, and safety management for the school district.*
- 4. The Division of Human Resources shall be responsible for providing personnel services to the instructional, non-instructional, and administrative/supervisory personnel of the school district. The services of this division include recruitment, employment, salary, and employee benefits, and labor relations.*

*Each division shall be organized into departments directed by personnel who are directly responsible to the administrative head of the division.*

## **FINDING**

The Superintendent is well respected by the employees of the Clay County School District. The results of MGT surveys of district administrators and principals were exemplary. For example:

- When asked about the Superintendent as the instructional leader, 93 percent of Clay County administrators (both district administrators and principals) rated the Superintendent as *excellent* or *good*. In comparison benchmark districts, only 70 percent of the administrators provided a similar rating.

- When asked about the Superintendent's work as the chief administrator (manager of the district), 90 percent of the administrators rated Mr. Owens as *excellent* or *good*. The MGT benchmark average is 74 percent.

Clay County teacher ratings were not as positive; however, they were still higher than ratings in benchmark districts:

- When teachers were asked to rate the Superintendent's work as the instructional leader, 57 percent responded *excellent* or *good*. The benchmark average in other districts is 42 percent.
- When teachers were asked to rate Mr. Owen's work as the chief administrator (manager), 58 percent indicated *excellent* or *good*. The benchmark comparison average in other districts is 47 percent.

## **COMMENDATION**

**Superintendent Owens is commended for the overall positive support of his ability as both an instructional leader and chief administrator as indicated by the district employees who completed MGT surveys.**

### **4.3.1 Central Office Administrator Evaluation**

## **FINDING**

The evaluation of central office administrators and staff is the responsibility of each individual's immediate supervisor. Our analysis of the evaluation of central office administrators found that:

- assistant superintendents have not been evaluated by the current Superintendent and were only evaluated once in four years by the previous Superintendent; and
- although central office directors and supervisors have been evaluated annually, those closest to the educational setting have had limited input in the evaluation of central office administrators.

The current evaluation criteria used for district-level department levels (directors, supervisors, and coordinators) are illustrated in Exhibit 4-8.

The evaluation of principals is now conducted by the Superintendent. In previous administrations, the evaluation of principals had been delegated to the deputy and/or assistant superintendents.

The evaluation criteria currently used are the principal competencies specified by the state. However, the Superintendent is in the process of modifying and augmenting these criteria for the Clay County School District. In designing the modified principal evaluation system, Superintendent Owens has proposed to include:

- student achievement
- school morale
- school atmosphere
- discipline
- visibility
- expenditures of funds

**EXHIBIT 4-8  
EVALUATION CRITERIA FOR  
CENTRAL OFFICE ADMINISTRATORS**

<p>A. <u>General Criteria</u></p> <ol style="list-style-type: none"><li>1. Dresses appropriately for job and level of responsibility</li><li>2. Conducts self in a professional manner</li><li>3. Is attentive to administrative detail</li><li>4. Is punctual, efficient and effective in performing professional responsibilities</li><li>5. Shows concern for professional self-improvement.</li></ol>
<p>B. <u>Works Harmoniously within System-wide Goals</u></p> <ol style="list-style-type: none"><li>1. Willing to work through channels</li><li>2. Interpretation of Position:<ol style="list-style-type: none"><li>a) Encourages cooperation with school staff</li><li>b) Effectively delegates responsibility</li><li>c) Works effectively within division, with other divisions and with school staff to accomplish system goals</li><li>d) Accepts and supports decisions which may not fully represent his/her individual opinion</li></ol></li></ol>
<p>C. <u>Ability to make Decisions/Solve Problems</u></p> <ol style="list-style-type: none"><li>1. Exercises good judgment under pressure</li><li>2. Responds decisively to problems</li><li>3. Demonstrates fairness and consistency in decision-making</li><li>4. Sets realistic goals and meets goals effectively</li></ol>

Source: Clay County School District, Division of Human Resources, 1998.

**COMMENDATION**

**Superintendent Owens is commended for proposing a more meaningful evaluation system for administrators.**

**RECOMMENDATION**

**Recommendation 4-7:**

**Require annual evaluations\* for all employees and implement a 360 degree evaluation model to provide a comprehensive appraisal system for the evaluation of both central office and school administrators.**

(\*Note: Subsequent to the on-site visit, the Superintendent evaluated each assistant superintendent using the existing criteria shown in Exhibit 4-8).

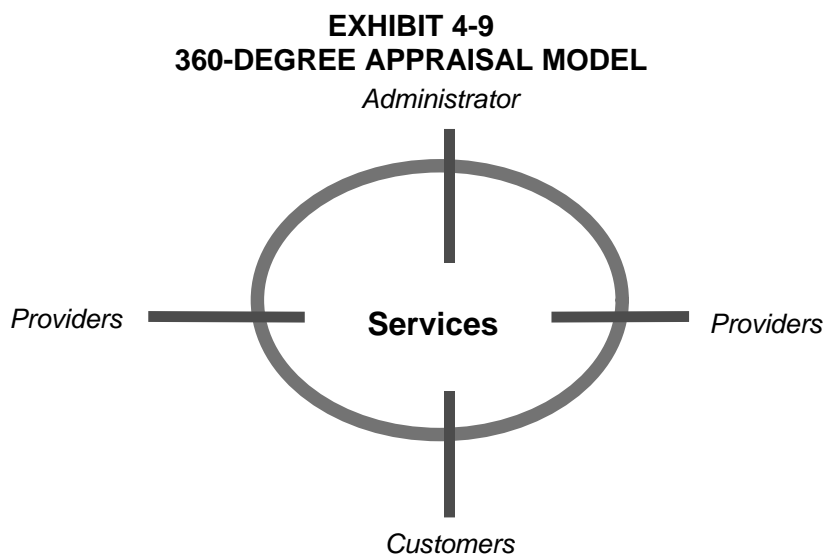
As the Clay County School District implements an effective annual evaluation system, it should review system changes that are occurring in the way organizations are managed, and the way managers are evaluated, throughout the country, in both public and private as well as educational and non-educational sectors. The emphasis for changes is on continuous improvement in the quality of services and goods. As systems change, the process for evaluating management and line personnel also changes.

The literature on performance evaluation has expanded significantly in recent years. New terms such as benchmarking, pareto charts, subordinate appraisal, upward appraisal and 360-degree feedback are being used. Persons responsible for evaluating administrators in the district should review recent literature on performance evaluation systems. For example, the Summer/Fall 1993 issue of *Human Resource Management*, which contains information on 360-degree feedback, is recommended. We found this appraisal model working effectively in Poudre R-1 School District in Fort Collins, Colorado.

Concepts of the appraisal model are depicted in Exhibit 4-9 and outlined in the following tasks:

- All central office services must be clearly defined in performance terms and assigned to an accountable administrator.
- All providers of the service should be organized into a team with responsibility to provide the service according to performance standards.
- The job description of each provider of the service (including support staff) must reflect the contributions made to the service team.
- An evaluation instrument specifying the services or products delivered and the performance standards expected must be developed for each major service or function.
- The administrator of the service unit should analyze the results of the evaluation with the staff and target needed improvements.
- If the evaluation indicates that there are one or more weak links in the team of providers, the administrator of the unit should immediately initiate a performance evaluation of the service provider(s) in the unit using the administrator evaluation instrument.
- The performance evaluation instrument should continue to be keyed to the job description of the provider and should be designed to assist in decision-making on promotion, training, benefits and dismissal (if necessary).

In a 360-degree appraisal, the service administrator, providers, and customers provide continuous feedback on the service provided (see Exhibit 4-9). An evaluation instrument specifically designed for each major service provided to the schools is completed by the administrator, the providers (curriculum coordinators, directors), and a sample of the customers (principals, teachers, school councils). If the ratings from the customers are not congruent with the administrator and provider ratings, the administrator is responsible for making needed adjustments, which may include appraisals of the providers.



Source: *Human Resources Management*, Summer/Fall 1993.

#### **4.3.2 Interaction with Schools**

##### **FINDING**

Staff meetings of the Division of Instruction/School Improvement are rotated among schools. Nonetheless, job descriptions of central office administrators such as the Directors of Secondary Education and Elementary Education contain no requirements or responsibilities for time that should be spent by central office staff in schools. As noted above, the evaluation criteria for central office administrators with instructional responsibilities are identical to the appraisal criteria for those administrators without instructional responsibilities. During interviews and school visits, it was noted that the Directors of Elementary and Secondary Education, as well as the Assistant Superintendent for Instructional Services, do not spend enough time in schools.

The evaluation process does not include criteria to evaluate the amount of time the Assistant Superintendent for Instructional Services and the Directors of Elementary and Secondary Instruction as well as other instructional administrators and staff actually spend in the schools. In a site-based decision-making model, the central office should support individual campuses. Crucial to this support is the familiarity that elementary and secondary directors have with issues and concerns expressed by administrators on

the campuses. This familiarity can be realized only through continuous interaction with campus administrators on their campuses.

## **COMMENDATION**

**The Division of Instruction/School Improvement is commended for rotating division meetings among schools.**

## **RECOMMENDATION**

### **Recommendation 4-8:**

**Stipulate a percentage of time to be spent in schools in the job description of central office administrators, especially for administrators in the Division of Instruction.**

The evaluation process should assess the degree of responsiveness to schools by each central office administrator as well as the quality time involved in assisting schools. As previously noted, a 360-degree evaluation model provides an appropriate appraisal vehicle for the evaluation of both central office and school administrators.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                        |
|--|------------------------|
| 1. The Superintendent or his designee should revise job descriptions to incorporate a requirement for the amount of time that central office administrators should spend in schools. | Summer 1998            |
| 2. The Superintendent should present the revised job descriptions to the Board for approval.   | Summer 1998            |
| 3. The evaluation process should be modified to accommodate the revised job description.   | September 1998         |
| 4. The Superintendent or his designee should use the revised process to evaluate central office administrators with school responsibilities.   | 1998-99<br>school year |

## **FISCAL IMPACT**

No fiscal impact is associated with this recommendation.

### **4.3.3 Interaction with the School Board**

## **FINDING**

Other than the background materials disseminated by the Superintendent to prepare Board members for regular meetings, the Superintendent has no other regular channel of communication with Board members. During interviews, certain Board members voiced concerns that there was a lack of communication with the Superintendent on a



regular basis, and they recommended a more formal channel of communication. One member noted that additional interaction is needed since Board meetings are limited to once a month.

## **RECOMMENDATION**

### **Recommendation 4-9:**

**Provide additional regular channels of communication between the Superintendent and the Board.**

The number of opportunities for regular communication between the Superintendent and the Board should be increased. The Superintendent should consider regular use of e-mail, voice mail, or a Friday newsletter or memo to each Board member. Several superintendents have used the vehicle of a Friday memo to inform the Board of issues and problems which have occurred during the current week and to alert Board members as to activities scheduled for the following week.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Superintendent and Board Chairman should meet to discuss ways to augment communication between the Superintendent and the Board.               | May 1998  |
| 2. The Superintendent should present a plan to the Board to strengthen opportunities for formal communication (such as weekly Friday correspondence). | June 1998 |
| 3. The plan should be implemented.  | June 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

In several school districts in Florida, with an elected Superintendent and an elected school board, the political pressures of running a campaign and supporting constituency groups are often compounded. During interviews, senior staff indicated that in previous administrations, as well as during the first half year of the current administration, it was often common for the Board and Superintendent to be at odds. A common split within a school board, as was characteristic of the Clay County School Boards in the past, is those who supported the election of the current Superintendent and those who supported another candidate.

When the current Superintendent was elected, this split along incumbent versus predecessor lines plagued the system. However, since Summer 1997, Superintendent Owens and Board members appear to have resolved this political division, and the Board and Superintendent have achieved a level of mutual trust and support during the past several months.

## **COMMENDATION**

The Superintendent and Clay County School Board are commended for the harmonious working relationships which have developed by putting politics aside and focusing on the educational and business operations of the Clay County School District.

### **4.3.4 Legal Services**

## **FINDING**

Unlike several Florida school districts, the Clay County School District does not have a full or part-time attorney as an employee of the district. Instead, for the past few decades, the Board has contracted with the same local attorney to provide legal services. Through this contract, the attorney attends all Board meetings, and provides regular on-site service in the central office one day a week. The current cost of the attorney's contract is \$52,500.

All legal costs for the last three years are shown in Exhibit 4-10. As can be seen, other legal costs have been kept to a minimum.

During interviews, senior staff and most Board members praised the legal services which they are currently receiving as well as the knowledge and expertise of their school board attorney.

### **EXHIBIT 4-10 LEGAL COSTS IN THE CLAY COUNTY SCHOOL DISTRICT**

	<b>1995-96</b>	<b>1996-97</b>	<b>1997-98 To Date</b>
School Board Attorney	\$47,740	\$49,648	\$21,139
Other Attorneys	\$21,824	\$18,098	\$361
Total	\$79,564	\$67,746	\$21,500*

\* through 12/11/97

Source: Clay County School Board Office, January 1998.

## **COMMENDATION**

Legal costs of the Clay County School Board have been kept to a minimum and the quality of such services has remained high.

### **4.3.5 Teachers on Special Assignments**

#### **FINDING**

In the current school year, over 30 teachers are serving in the Clay County School District in quasi-administrative roles, most of these teachers are housed in the Division of Instruction in the central office (see Exhibit 4-11). In addition to staff shown in Exhibit 4-11, 14 Resource Compliance Specialist provide school-based services, but do not directly serve students (see Chapter 5). This represents about 2.5 percent of the teachers in the district.

The district does not have a policy on the use of Teachers on Special Assignment. Consequently, there is no limitation on the number of years a teacher may remain working in the capacity of a Teacher on Special Assignment. Several districts have established a Board policy that stipulates how long a teacher may fill a position that has been specially assigned (e.g., Leon County has a limit of two years). Furthermore, some districts no longer place teachers in specially assigned positions because of their commitment to keep teachers in the classroom for maximizing instruction (e.g., Bay and Sarasota Counties).

**EXHIBIT 4-11  
TEACHER SPECIALISTS IN THE  
CLAY COUNTY SCHOOL DISTRICT**

<b>ASSIGNMENT</b>	<b>NUMBER OF TEACHERS ON SPECIAL ASSIGNMENT</b>	<b>TEACHERS WITH RESTRICTIONS</b>	<b>RESTRICTION</b>
SPRINT Educator	2	1	Paid from University of North Florida Responsibilities identified in Carl Perkins grant
Job Training	1	1	
Evaluation Specialist	1	1	
Community Relations Specialist	1	1	Coordinates Title I for the District
PK-6 Curriculum Specialist	1		
Title I Specialist	1		
Pre-K Specialist	1	1	Coordinates Pre-K for the District
7-12 Curriculum Specialist	1	2	Actually teach in classroom but housed at Central Office
Health Specialist	2		
Music Specialist	1	.4	Teaches .4 FTE at Orange Park High
Math/Science Specialist	1	1	Coordinates Pre-K ESE on a multi- county contract
Instructional Technology Specialist	1		
Media Services Specialist	1		
ESE Specialist	6		
Pre-K Specialist (ESE)	1		
SEDNET Specialist	1		
<b>Total</b>	<b>23</b>	<b>8.4</b>	

Source: Clay County School District, 1998.

## **RECOMMENDATIONS**

### **Recommendation 4-10:**

**Establish a Board policy which limits the placement of a Teacher on a Special Assignment for a maximum period of three years.**

The School Board should make a determination before the third year of a teacher's placement in a special assignment whether to continue the teacher as assigned or to create a permanent administrative position.

### **Recommendation 4-11:**

**Reduce Teachers on Special Assignment by at least eight teachers.**

Teachers should be in the classroom instructing students. This is especially critical because, as shown in Exhibit 2-7 in Chapter 2, the number of teachers per thousand students in Clay County (Fall 1996) was 50.82 as compared to 55.88 in comparison districts and 54.62 as the state average. While having a position as teacher on assignment provides exposure to administrative positions, the Clay County School District has taken this initiative to an extreme by employing over 20 teachers in quasi-administrative roles with no direct responsibility for educating students. The number of teachers on special assignment should be reduced by at least four in the 1998-99 school year and by eight the following year.

Teachers on Special Assignment are technically considered to be teachers. These individuals are obtaining administrative experience yet, for the most part, they are serving no students. An average teacher's salary with a master's degree of about \$35,000 times 23 Teachers on Special Assignment in the central office equates to over \$1 million annually in salaries and benefits for teachers who serve no students. An additional 14 teachers who provide no direct service to students (Resource Compliance Specialists) will be addressed in the next chapter.

**Note:** The implementation of Recommendations 4-10 and 4-11 will require the district to carefully reconsider the long-held practice to use teachers in the central office for special assignments. However, if implemented, these recommendations will positively impact students by requiring more teachers to stay in the classroom. The benefits of these recommendations, nonetheless, must be weighted against those resulting from current district practice.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Superintendent should draft a policy for Teachers on Special Assignment.   | Summer 1998 |
| 2. The draft policy, which limits the time for a teacher to be placed on special assignment, should be submitted to the Board for approval. | Summer 1998 |
| 3. At least eight of the current TSAs should be transferred to the classroom:   |             |
| ■ four positions by August 1998, and  | August 1998 |
| ■ eight positions by August 1999.   | August 1999 |

**FISCAL IMPACT**

At an average teacher salary with a master's degree of \$34,962 with 25.4 percent for benefits, the fiscal impact for the eight teachers would be \$350,740. These teachers should return to the classroom as vacant positions become available.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Reduce Teachers on Assignment	\$175,370	\$350,740	\$350,740	\$350,740	\$350,740

**4.3.6 Strategic Planning****FINDING**

In November 1995, the Clay County School District initiated a strategic planning process. The strategic planning initiative involved 200 external and internal stakeholders in one of nine teams (e.g. environment safety, technology, finance/funding etc.). A 16-member Strategic Planning Steering Committee coordinated the effort and the Deputy Superintendent served as facilitator. The action teams met for 13 months - - - from November 1995 through January 1997. Near the end of the initiative, in November 1996, a new Superintendent was elected. In March 1997, the new Superintendent presented recommendations on the Clay County Strategic Planning for 1997 - 2002 to the School Board.

An outline of the strategic planning summary approved by the School Board for 1997-98 is shown as Exhibit 4-12. Of the original 45 items recommended to the Board, the 23 items shown in Exhibit 4-12 were approved.

In February 1998, the Strategic Planning Steering Committee is scheduled to reconvene and address:

- the status of first year goals not approved by the school board;
- the accomplishment of first year goals and objectives; and
- the plans for year two of the strategic plan (1998-99) school year.

As part of the performance review, MGT analyzed the strategic plan. The Clay County Strategic Plan is difficult to follow and, unfortunately, has not been embraced by all stakeholders.

- First, Board members shared that they were not a part of the strategic planning process.
- Second, the strategic planning process was initiated by the former Superintendent and brought to the Board for approval by the new Superintendent who did not completely endorse this activity.

**EXHIBIT 4-12  
1997-98 STRATEGIC PLANNING COST SUMMARY  
APPROVED BY CLAY COUNTY SCHOOL BOARD  
MARCH 11, 1997**

<b>ACTION TEAM</b>	<b>PLAN</b>	<b>COST REVENUE RECURRING</b>	<b>COST REVENUE NON- RECURRING</b>	<b>PURPOSE</b>	<b>REMARKS</b>
Finance/Funding (Revenue)	2.1	\$750,000 per year		2.0 LCIF Millage	
	2.2			PR & Consultant Services to gain community support	
	2.6			Support for improvements in FEFP Program	
	2.7			Support for alternative funding resources (grants)	
Human Resources	3.1	\$76,000	0	Professional Development and Employee Assistance	
	3.2	\$1,000	0	Employee Recognition	
Technology	5.4	\$35,000	\$18,500	Technology technical support (1 of 6)	From LCIF
	5.5	0	0	Technology Partnerships	
	5.6	0	0	Districtwide Technology Committee	
	7.1	0	0	Construction techniques	
	8.1			Level of service model (relocatable vs. Permanent) **Included in Plan 1, Strategy #6 (Year #4)	Concept Only
Break-the-Mold	9.1	Cost to begin in 1998-99	0	Innovative practices in elementary/secondary	
	9.2	\$8,550	0	Vocational/Career Survey	
	9.3	0	0	Out-of-school alternatives to suspension	In current budget
Curriculum	14.1	0	\$41,000	Articulated curriculum to ensure success	
	15.1	0	0	Assessment of elementary curriculum	
	15.2	0	0	Equitable/appropriate secondary course offerings	
	15.3	0	\$189	Academic Career Planning. Guide	
	16.1	0	0	School-to-Work Coordinator	Plans assigned to existing staff
	16.2	0	0	School-to-Work Coordinator	
	16.3	0	0	Curriculum & Employment Opportunities	
	16.4	0	0	Curriculum & Employment Opportunities	
<b>TOTAL</b>		<b>\$120,550</b>	<b>\$59,689</b>		

Source: Clay County School District, 1997.

## **COMMENDATION**

The Deputy Superintendent and Strategic Planning Steering Committee are commended for the comprehensive strategic planning process conducted in the Clay County School District between November 1995 and January 1997.

## **RECOMMENDATION**

### **Recommendation 4-12:**

#### **Modify the long-range strategic plan and planning process.**

Using the current plan, the Superintendent should lead an effort to modify the Clay County School District's Long-Range Strategic Plan. The district should use the same model it applied in 1995-97 with the Strategic Planning Steering Committee. The Board and Superintendent should conduct an initial meeting to discuss modifications in the plan, and the Committee should draft a shared, single vision for consideration by the Superintendent and Board.

Exhibit 4-13 outlines the components of an effective strategic planning document. This framework should be used as a starting point by the strategic planning team in developing the revised plan.

### **EXHIBIT 4-13 COMPONENTS OF AN EFFECTIVE STRATEGIC PLAN**

1. Shared Vision
2. Shared Values
3. Purpose/Mission Statement
4. External Data Collection/Analysis
  - External Factors
  - Key Stakeholders
  - Competing Factors
5. Internal Data Collection/Analysis
  - Student Outcomes
  - Learning Environment (Campus, Classroom, and Home)
  - Supporting Environment (District, Community)
6. Critical Issues
7. Threats/opportunities
8. Student Outcomes
9. District Goals
10. Best Ideas/Innovations
11. Operational Plans/Objectives
12. Annual Review and Update

Source: MGT files.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                     |
|--|---------------------|
| 1. The Superintendent should conduct a strategic planning workshop with the Board to prepare it for this modification.   | May 1998            |
| 2. The Superintendent should involve the existing Strategic Planning Steering Committee. A Board member and the Superintendent should be added to the Committee.   | June 1998           |
| 3. The Strategic Planning Steering Committee should use the 1997-2002 Strategic Plan as a starting point for discussion and develop a draft five-year strategic plan using the outline presented in Exhibit 4-13 or a similar one for Clay County.   | July - October 1998 |
| 4. The Strategic Planning Steering Committee should submit the strategic plan to the Superintendent and Board for review and approval.   | October 1998        |
| 5. The Superintendent should use the revised plan to show a broader range of historical and planned performance against specific targets. The Superintendent should establish specific performance targets for all functional areas of the district; district-level targets including efficiency measures, expenditure levels, and expenditure growth percentages. | January 1999        |

## **FISCAL IMPACT**

Time devoted to the strategic planning process should be volunteered by community members or provided within the job responsibilities of Board and staff members.

### **4.4 School Management and Site-Based Decision-Making**

## **CURRENT SITUATION**

The management of each school in the Clay County School District is under the direction of a principal and one or more assistant principals. Each secondary school also has a vice principal. All assistant/vice principals are on 12-month contracts with the exception of the Bannerman School where one assistant principal is on a 10-month contract. No students are taught at the Bannerman School during the summer months.

## **FINDING**

Assistant principals are not assigned equitably in the Clay County School District. The MGT review team found great variation in the number of assistant principals assigned in the 1997-98 school year.

Exhibit 4-14 shows that the total district ratio of students to vice/assistant principals is 533 to one. As can be seen, in the elementary schools the ratio varies from 1,131 at Fleming Island Elementary School to 446 at McRae Elementary School. C.E. Bennett



**EXHIBIT 4-14  
SCHOOL ADMINISTRATORS IN THE  
CLAY COUNTY SCHOOL DISTRICT  
1997-98 SCHOOL YEAR**

<b>SCHOOLS</b>	<b>SEPTEMBER 1997 ENROLLMENT</b>	<b>PRINCIPAL</b>	<b>VICE PRINCIPALS</b>	<b>ASSISTANT PRINCIPALS</b>	<b># OF STUDENTS/ ASST. OR VICE PRINCIPALS</b>
Bannerman	180	1	1	1	90.0
Keystone Hts. Jr./Sr. High	1,170	1	1	2	390.0
Clay High	1,500	1	1	2	500.0
Middleburg High	1,507	1	1	3	376.8
Orange Park High	2,137	1	1	4	427.4
<b>TOTAL</b>	<b>6,494</b>	<b>5</b>	<b>5</b>	<b>12</b>	<b>382.0</b>
Green Cove Springs Middle School	709	1	1	1	354.5
Orange Park Junior High	1,012	1	1	2	337.3
Lakeside Junior High	1,216	1	1	2	405.3
Ridgeview Junior High	1,337	1	1	2	445.7
Wilkinson Junior High	1,494	1	1	2	498.0
<b>TOTAL</b>	<b>5,768</b>	<b>5</b>	<b>5</b>	<b>9</b>	<b>412.0</b>
McRae Elementary	446	1		1	446
Orange Park Elementary	530	1		1	530
Clay Hill Elementary	562	1		1	562
Grove Park Elementary	601	1		1	601
Middleburg Elementary	620	1		1	620
Montclair Elementary	623	1		1	623
S. Bryan Jennings Elementary	722	1		1	722
Lakeside Elementary	747	1		1	747
Keystone Heights Elementary	800	1		1	800
Paterson Elementary	936	1		1	936
Ridgeview Elementary	907	1		1	907
Doctors Inlet Elementary	882	1		1	882
W.E. Cherry Elementary	904	1		1	904
Lake Asbury Elementary	963	1		1	963
Tynes Elementary	949	1		1	949
Wilkinson Elementary	999	1		1	999
C.E. Bennett Elementary	1,045	1		2	522.5
Fleming Island Elementary	1,131	1		1	1131
<b>TOTAL</b>	<b>14,367</b>	<b>18</b>		<b>19</b>	<b>756.2</b>
<b>GRAND TOTAL</b>	<b>26,629</b>	<b>28</b>	<b>10</b>	<b>40</b>	<b>532.58</b>

Source: Clay County School District, January 1998.

Elementary School, with an enrollment of 1,045 students, has two assistant principals while Fleming Island Elementary School, with a student enrollment of over 1,100 students, has one assistant principal.

The disparities are also great in the assignment of assistant principals in the middle schools. All middle schools have three vice/assistant principals, except for Green Cove Springs Middle which has two.

In the high schools, the assignment of vice/assistant principals varies from five at Orange Park High School to three at Keystone Heights Junior/Senior High. Interestingly, Clay High with 1,500 students has three positions, while Middleburg High with 1,507 students has four positions. Of most significance is the fact that the Bannerman School, with an enrollment of 180 students, has both a vice principal and an assistant principal.

In 1995-96, MGT completed a school staffing study for the Alachua County School District. The results of that staffing study, as it relates to the number of study for assistant principals per school in selected school systems, are shown in Exhibit 4-15. As can be seen, the Clay County School District has more assistant/vice principals in most categories than the comparison districts. This is especially true at the middle and high school levels. Furthermore, at all regular schools, Clay County assistant/vice principals are all on 12-month contracts. This is not true of all the school system shown in Exhibit 4-15 and also not true of many of the school systems used for comparison in this study. For example:

- in the Lake County School District, high school principals are on 11-month contracts and elementary and middle school principals are on 10-month contracts; and
- in the St. John's County School District, high school principals are on 12-month contracts and elementary and middle school principals are on 10-month contracts.

## **RECOMMENDATION**

### **Recommendation 4-13:**

**Establish a Clay County School District allocation formula for secondary school-level managers to include assistant principals and vice principals in one allocation formula of approximately 600 students to one assistant school-level manager.**

This is a benchmark standard used by several school systems and more in line with other school systems shown in Exhibit 4-15 and described above. Furthermore, unlike many other school systems, each of Clay County's assistant and vice principals are on 12-month contracts. This formula should permit a much more equitable allocation of school-level managers than the current practice that assumes that every secondary school regardless of enrollment should have a principal, a vice principal, and one or more assistant principal(s).

**EXHIBIT 4-15  
COMPARISON OF FOUR SCHOOL DISTRICT STAFFING PLANS  
FOR ASSISTANT PRINCIPALS**

CATEGORY	SCHOOL DISTRICT			
	ALACHUA COUNTY	LEON COUNTY	MANATEE COUNTY	SEMINOLE COUNTY
<b>ELEMENTARY SCHOOL ASSISTANT PRINCIPALS</b>	None	1 per 300-399 WFTE  2 over 1,000	1 over 600 UNWFTE	1 per school (11 month)
<b>MIDDLE SCHOOL ASSISTANT PRINCIPALS</b>	1 under enrollment of 700  2 over enrollment of 700	2 per school	2 under 960 UNWFTE  3 over 960 UNWFTE	1 under enrollment of 1,320 (11 month)  2 over enrollment of 1,320 (11 month)  1 per school (10 month)
<b>HIGH SCHOOL ASSISTANT PRINCIPALS</b>	2 under 1,000  3 over 1,000	3 over 1,000 WFTE  4 over 2,500 WFTE	3 under 1525 UNWFTE  4 1525-1849 UNWFTE  5 1850-2300 UNWFTE  6 over 2300 UNWFTE	2 under enrollment of 2,050 (11 month)  3 over enrollment of 2,050 (11 month)  1 over enrollment of 2,350 (10 month)
<b>JR./SR. HIGH SCHOOL ASSISTANT PRINCIPALS</b>	1 under enrollment of 700  2 over enrollment of 700			

Source: MGT Files, 1996.

**FISCAL IMPACT**

Implementing an allocation formula of one vice/assistant principal per 600 students, would reduce the number of assistant/vice principals as follows:

■ Bannerman	--2 FTE
■ Keystone Heights Jr/Sr	--1 FTE
■ Middleburg High	--1 FTE
■ Orange Park High	--1 FTE
■ Green Cove Springs Middle	--1 FTE
■ <u>Orange Park Middle</u>	<u>--1 FTE</u>

**Total reduction in vice/assistant principals:**

**7 FTE**

At an average salary of \$52,000 per vice/assistant principal (without supplements) and 25.4 percent for benefits, a reduction of seven FTE represents an annual savings of \$65,208 per position or \$456,456. Due to turnover, however, we would recommend a reduction of three vice/assistant principals in the 1998-99 school year with full implementation in 1999-2000.

Many school systems do not have elementary assistant principals. Of those which do, several have one assistant principal per school as a 10.5 or 11-month employee. We would recommend that the 2 FTE at C.E. Bennett be reduced to .5 FTE and that Fleming Island also have a .5 FTE unit.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Reduce Assistant Principals	\$195,624	\$456,456	\$456,456	\$456,456	\$456,456

## **FINDING**

Site-based management decentralizes decision making within school districts, ideally giving the staff of each school the authority to plan, budget, and act on individual priorities. In each school district, however, questions must be resolved over how to divide planning and management responsibilities among principals, school staff, and central administrators. Most school districts delineate standards or parameters for decision-making in areas where consistency is needed.

In the Clay County School District there is no site-based or school-based decision making plan to address standards in such areas as grading, safety and security, public relations or technology. District reference materials leave decisions in these areas to school principals or campus planning groups such as School Advisory Councils. The lack of standards appears to contribute to some inconsistency and confusion across the Clay County School District.

## **RECOMMENDATIONS**

### **Recommendation 4-14:**

**Identify areas where district standards should guide site-based decisions and document roles and responsibilities and create a site-based decision-making plan or handbook.**

The Clay County School District should create a Site-Based Decision-Making Plan/Handbook to specify standards for different functional areas. Some standards, such as those relating to safety and security, also may require changes in Board policy. Exhibit 4-16 provides a framework for the Clay County School District to address standards.

**EXHIBIT 4-16**  
**SUGGESTED FRAMEWORK FOR THE CLAY COUNTY SCHOOL DISTRICT**  
**SITE-BASED DECISION-MAKING PLAN/HANDBOOK**

<b>FUNCTIONAL AREA</b>	<b>DECISION</b>	<b>STANDARDIZED APPROACH</b>
Education	Grading	Apply single, consistent grading standards at all schools, for all students.
Technology	Hardware	Select one hardware platform and restrict future purchases to this platform.
Technology	Software	Develop list of software available to use, and support only these applications. Identify specific types of applications that can be selected at school level.
Technology	Training	Develop minimum hardware and software training standards for each classification of employee.
Safety and Security	Discipline Actions	Review state law to assure compliance. Amend district policy and incorporate into handbook.
Custodial Services	Use of Custodians	Develop standards for percentage of time custodians may perform non-cleaning duties.

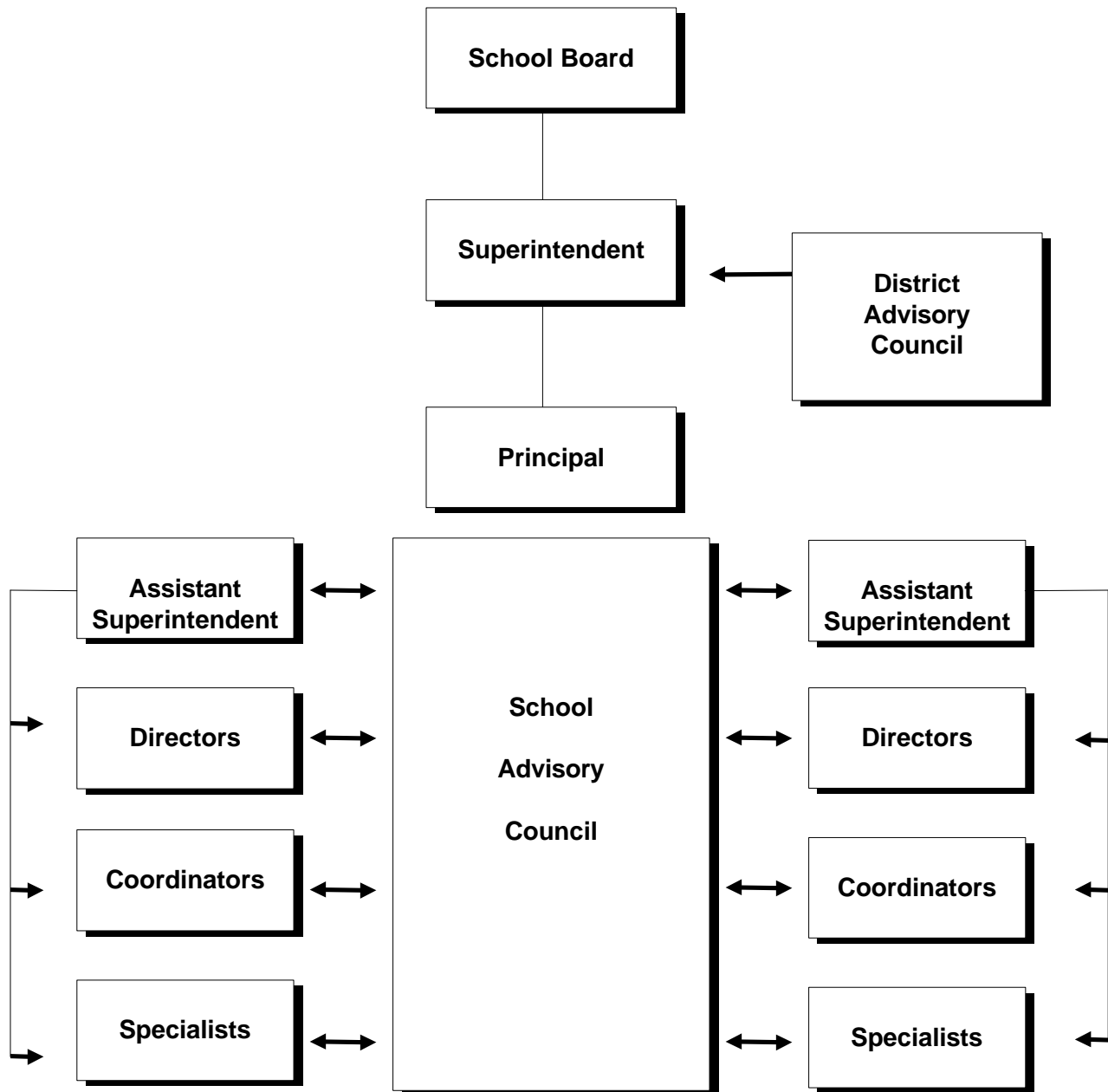
Source: MGT Files.

**Recommendation 4-15:**

**Recreate the District Advisory Council.**

The development of recommended standards should be the responsibility of the District Advisory Council which was abolished in October 1997 by the School Board. Exhibit 4-17 provides a framework for the responsibilities of a districtwide council. As can be seen, the District Advisory Council should not be used as an approval body for School Advisory Council (SAC) action. Instead, the District Advisory Council should serve as an advisory committee for actions which impact more than one campus (e.g., all high schools, all elementary schools, all Clay County Schools, etc.).

**EXHIBIT 4-17  
CENTRAL OFFICE SERVICE MODEL**



Source: Created by MGT of America.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |               |
|---|---------------|
| 1. In collaboration with senior staff, the District Advisory Council should conduct several meetings to identify recommended areas where district standards should guide site-based decisions.                                  | Fall 1998     |
| 2. The recommended standards should be submitted to the Superintendent and School Board for approval.   | December 1998 |
| 3. The District Advisory Council should work with senior staff to create a Site-Based Decision Making/Plan Handbook to include these standards and the roles and responsibilities of district employees in following standards. | Winter 1998   |
| 4. The District Advisory Council should continue to meet periodically to discuss new standards and recommend them to the Superintendent and School Board.   | Ongoing       |

## **FISCAL IMPACT**

Identifying responsibilities and documenting them in a Site-Based Decision-Making Plan/Handbook can take place within existing resources.

## **FINDING**

School Improvement in the Clay County School District is housed under the Director of School Improvement, Professional Development, and Assessment. Exhibit 4-18 shows the proposed timeline for School Improvement for the 1998-99 school year. In addition to the annual timeline, the district has a comprehensive four-page school improvement planning cycle which articulates for each school and the central office the monthly duties and responsibilities.

The development of the school plans are guided by a packet of materials disseminated by the central office in the creation of the 1997-98 plan. The guidelines document includes a self-analysis checklist which serves as a guide for the school-level developers of the School Improvement Plan. (See Exhibit 4-19).

As part of the performance review, MGT analyzed five 1997-98 School Improvement Plans including three elementary, one middle, and one high school plans. A review of the plan(s) found that several are very comprehensive and include the results of a needs assessment and school climate survey, cost information, and personnel and resources needed. Others lack this level of detail. Although objectives are stated in measurable terms, as per a central office requirement, schools only report adequate progress (as defined by the school).

**EXHIBIT 4-18  
TIMELINE FOR SCHOOL IMPROVEMENT PLAN  
1998-99**

By April 17, 1998	Submit ten (10) copies of the draft of the 1998-99 School Improvement Plan to the Director of School Improvement, Professional Development, and Assessment along with an adequate progress checklist for the 1997-98 plan. If you do not have all the data, you need to submit the Interim Adequate Progress Checklist. If you have all the data you need, submit the Final Adequate Progress Checklist.
(The Instructional Division will review plans, share them with appropriate staff and the CCEA, then give feedback to schools between April 17 and April 30.)	
By April 30, 1998	Drafts returned to all schools for final revisions and public meeting.
By May 15, 1998	Submit ten (10) copies of the final plan to the Director of School Improvement, Professional Development, and Assessment for submission to school board members.
(Board members will review the plans and submit any questions that they might have to the Instructional Division or the school).	
By June 18, 1998	School Improvement Plans placed on the board agenda for approval.
By September 1, 1998	If not submitted earlier, submit Final Adequate progress Checklist on the 1997-98 School Improvement Plan.  ( <u>ONLY</u> schools that submitted an Interim Adequate Progress Checklist will need to submit a final checklist.)

Source: Clay County School District, Office of the School Improvement, Professional Development, and Assessment, 1998.



**EXHIBIT 4-19  
SCHOOL IMPROVEMENT PLAN  
SELF-ANALYSIS CHECKLIST FOR SCHOOLS**

<b>School Name:</b> _____	<b>Date Submitted:</b> _____	
1. Has the draft of the plan been presented to the community for input? If yes, give date: _____ If no, give future date: _____	_____ Yes	_____ No
2. Executive Summary (overview of the plan) included?	_____ Yes	_____ No
3. Adequate Progress Checklist for current year's plan included?	_____ Yes	_____ No
4. If you requested a waiver, has it been approved?	_____ Yes	_____ No
5. Is a copy of the waiver request included in your plan?	_____ Yes	_____ No
6. Can your plan be implemented without additional funds from the district?	_____ Yes	_____ No
7. Have you consulted with divisions/departments at the district level which will be impacted by this plan?	_____ Yes	_____ No
8. Does the plan show evidence of a comprehensive needs assessment for each state goal which includes the key data elements as documented in the School Advisory Council Report?	_____ Yes	_____ No
9. Is the school's mission stated?	_____ Yes	_____ No
10. For each state goal which has an objective(s) written, does your plan include:		
■ Specific results of needs assessment related to that goal?	_____ Yes	_____ No
■ Objectives with clear definitions of success?	_____ Yes	_____ No
■ Definitions of adequate progress for each goal, <u>and</u> for the plan as a whole?	_____ Yes	_____ No
■ An action plan containing:		
Strategies/Activities	_____ Yes	_____ No
Training/staff development needs?	_____ Yes	_____ No
Costs and sources of funding?	_____ Yes	_____ No
Timelines (ex. expected completion dates, interim progress checkpoints, etc.)?	_____ Yes	_____ No
Persons responsible for implementation of strategies?	_____ Yes	_____ No
1. Have you included your:		
School Renewal goal(s) and objectives? (pertains only to schools approved to use the School Renewal Process for accreditation)	_____ Yes	_____ No
2. Have both the principal and SAC chairperson signed this checklist?	_____ Yes	_____ No
_____ Principal	_____ SAC Chairperson	

Source: Clay County School District, Office of the School Improvement, Professional Development, and Assessment, 1998.

## **COMMENDATION**

The School Improvement Planning Process in the Clay County School District is exemplary.

## **RECOMMENDATION**

### **Recommendation 4-16:**

**Strengthen the School Improvement Plan and school planning process by requiring school plans to include:**

- **the results of a needs assessment and school climate survey which shows the linkage to school improvement activities;**
- **the results of the previous year's plan, in measurable terms, so that linkages can be seen between the current year's plan and the accomplishment or lack of accomplishment (in measurable terms) of last year's goals and objectives; and**
- **the information on the financial resources needed to implement the plan.**

To strengthen accountability, the district should prepare an annual summary of the measurable progress made by each school (in addition to test scores).

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                           |
|---|---------------------------|
| 1. The Director of School Improvement, Professional Development, and Assessment should propose changes to strengthen the School Improvement Planning Process. | Summer 1998               |
| 2. The Director should submit the recommended changes to senior staff for approval.   | September 1998            |
| 3. The Director should implement the changes in the packet of materials sent to schools to plan for the 1999-2000 School Improvement Plans.                   | November 1998             |
| 4. A district accountability summary on school improvement should be prepared annually (also see Chapter 7).  | Commencing in Spring 1999 |

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## **5.0 EDUCATIONAL SERVICE DELIVERY**

This chapter addresses the most important function of the Clay County School District – *the delivery of instruction and educational services to students*. The chapter examines the central administrative structure related to curriculum, instruction and educational programs to determine Clay County's effectiveness and efficiency in managing the services that support student achievement in the district's schools. The chapter is divided into six sections which address the range of services provided by the district. The six sections include:

- 5.1 Staff Allocations/Organization of the Instructional Delivery System
- 5.2 Curriculum and Instructional Delivery
- 5.3 Student Assessment and Program Evaluation
- 5.4 Special Programs and Support Services
- 5.5 Technical, Career, and Adult Education
- 5.6 Instructional Support Services

### **5.1 Staff Allocations/Organization of the Instructional Delivery System**

#### **CURRENT SITUATION**

Clay County is considered a medium sized district with about 26,000 students. The district has 18 elementary schools, five middle/junior high schools, three senior high schools, one junior-senior high school, one alternative learning center, and one center for community education. There are exceptional students centers but no schools specific to ESE students. Vocational programs are available at various schools within the district. Currently there is only one school in the district which operates a magnet program.

When Clay School District ratios were analyzed in Chapter 2 against the selected comparison districts (Exhibit 2-7), the following picture emerges:

- the Clay County School District has the third highest number of administrative personnel per 1,000 students at 4.17 and is slightly above the state average of 3.84;
- the district has the lowest ratio of instructional personnel to 1,000 students at 4.05 with the state average at 5.84;
- the district has the second lowest ratio of teachers to 1,000 students at 50.82; and
- the district lowest support staff to 1,000 students at 36.31.

#### **FINDING**

Interviews conducted during the diagnostic visit in December 1997 found that some school staff were concerned that class size was higher than appropriate. Therefore, at

the time of the site visit in January 1998, class size was examined in all elementary schools, and selected courses were checked at middle/junior high and high schools.

Districtwide student teacher ratios are displayed below. Exhibit 5-1 provides pupil-teacher ratios for elementary school grades. Exhibit 5-2 displays the middle/junior ratios in selected algebra and language arts classes. Exhibit 5-3 shows selected English, American History and Biology class ratios in senior high schools.

**EXHIBIT 5-1  
ELEMENTARY AVERAGE CLASS SIZE  
OCTOBER 1997**

<b>GRADE LEVEL</b>	<b>ELEMENTARY AVERAGE CLASS SIZE</b>
K	19.46
1	20.04
2	24.06
3	25.16
4	27.58
5	27.30
6	27.93

Source: Clay County School District, January 1998.

**EXHIBIT 5-2  
AVERAGE CLASS SIZE IN SELECTED CLASSES IN MIDDLE SCHOOLS  
JANUARY 1998**

<b>COURSE TITLE</b>	<b>COURSE #</b>	<b>AVERAGE CLASS SIZE</b>	<b># CLASSES EXAMINED</b>
Algebra I Jr. High Level	1200310	25.27	51
M/J Language Arts	1001040	26.14	75

Source: Clay County School District, January 1998.

**EXHIBIT 5-3  
AVERAGE CLASS SIZE IN SELECTED CLASSES IN HIGH SCHOOLS  
JANUARY 1998**

<b>COURSE TITLE</b>	<b>COURSE #</b>	<b>AVERAGE CLASS SIZE</b>	<b># CLASSES EXAMINED</b>
English III	1001370	25.25	63
Biology I	2000310	24.75	83
American History	2100310	25.94	66

Source: Clay County School District, MIS Printout of teacher schedules/loads, January 1998.

Based on analyses of class size, MGT found that class size was reasonable and consistent with district policy. The district's ratio of classroom teachers to students of

19.69 is 1.40 students above the state average of 18.29. Documentation was found to verify that central office and school administrators are monitoring class size and that teachers are being provided to schools when class size exceeded district-approved ratios.

## **RECOMMENDATION**

### **Recommendation 5-1:**

**Continue to monitor student/teacher and student/staff ratios and provide additional staff on an ongoing basis.**

The Clay County School District should continue to review class load data on a regular basis to ensure that the district's board-approved staffing ratios are maintained.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |         |
|---|---------|
| 1. The Assistant Superintendent for Instruction should review class load data quarterly.                                | Ongoing |
| 2. The Assistant Superintendent for Instruction should continue to provide teachers and staff as needs become apparent. | Ongoing |

## **FISCAL IMPACT**

There is no fiscal impact to this recommendation.

## **FINDING**

The staff of Clay County School District's Division of Instruction is responsible for defining the curriculum that should be taught to meet state standards and local policies. Most school districts develop and periodically update curriculum guides that define for teachers what should be taught for program specifications at each grade level. The Division also is responsible for assessing student performance in districtwide programs and for evaluating the effectiveness of the various programs.

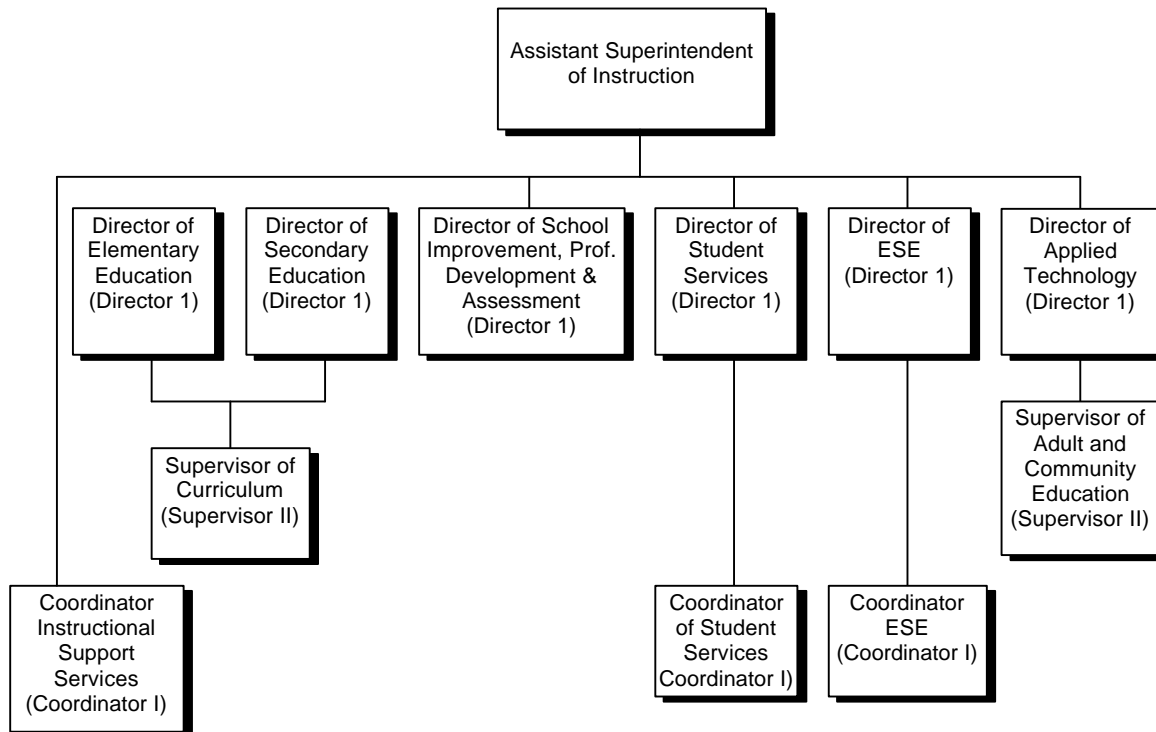
The 1997-98 organizational chart includes the following administrative positions:

- Assistant Superintendent for Instruction
- Director of Elementary Education
- Director of Secondary Education
- Director of School Improvement, Professional Development, and Assessment
- Director of Student Services
- Director of ESE
- Director of Applied Technology
- Supervisor of Curriculum
- Supervisor of Adult and Community Education
- Coordinator of Instructional Support Services

- Coordinator of Student Services
- Coordinator of ESE

Exhibit 5-4 displays the organizational structure and relationships within the division.

**EXHIBIT 5-4  
CLAY COUNTY SCHOOL DISTRICT  
DIVISION OF INSTRUCTION  
1997-98**



Source: Clay County School District, Division of Instruction, December 1997.

**FINDING**

Clay County School District's Instructional Division has more directors than supervisors and coordinators combined. These directors are assisted by specialists who are on the teacher salary schedule (also see Chapter 4). The division appears to be heavy in the upper level of management.

Exhibit 5-5 displays the staffing patterns of Instructional Divisions of comparison districts, and the Clay County Instructional Division. As can be seen, Clay County School District's Instructional Division has more directors (6) than all of the comparison districts, and is second highest in total administrators. The division also has the second lowest number of supervisors and coordinators.

**EXHIBIT 5-5  
STAFFING PATTERN OF INSTRUCTIONAL DIVISIONS IN  
COMPARISON DISTRICTS**

ADMINISTRATIVE POSITION	SCHOOL DISTRICT					
	LAKE	OSCEOLA	ST. JOHNS	BAY	ALACHUA	CLAY
Assistant Superintendent	1	1	1	1	1	1
Executive Director	0	0	0	0	0	0
Directors	0	3	5	1	5	6
Supervisors	5	0	2	5	10	2
Coordinators	1	5	0	1	1	3
<b>Total Administrators</b>	<b>7</b>	<b>9</b>	<b>8</b>	<b>8</b>	<b>17</b>	<b>12</b>

Source: FASA Education Directory and MGT phone calls, 1997-98.

## RECOMMENDATION

### Recommendation 5-2:

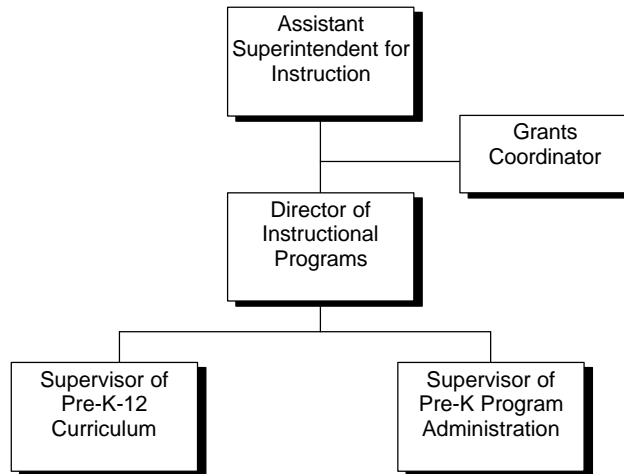
#### Modify the Division of Instruction to:

- delete the Director of Elementary Education and the Director of Secondary Education positions and create a Director of Instructional Programs and Supervisor of PreK-12 Program Administration; and
- create a Grants Coordinator position (also see Chapter 7).

The district should reclassify one position as Director of Instructional Programs and the second position as Supervisor of Pre-K-12 Program Administration. Both the current Supervisor of Curriculum K-12, and the Supervisor of Pre-K-12 Program Administration should report to the Director of Instructional Programs. The Supervisor of Program Administration should assume duties such as attendance zones, facility needs, public relations, monitoring for Southern Association Accreditation, student projections, activities of the Florida High School Activity Association, Dropout Prevention, and other duties not directly related to instruction (Exhibit 5-6).

A Grants Coordinator position should be created as recommended in Chapter 7 (Community Involvement). The public relations function should be separated from the grants coordination function; and the Grants Coordinator should be housed in the Division of Instruction, and not in the Division of Human Resources.

**EXHIBIT 5-6  
REVISED CLAY COUNTY SCHOOL DISTRICT  
DIVISION OF INSTRUCTION**



**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent for Instruction should monitor vacancies to find opportunities to decrease director-level positions. | Ongoing   |
| 2. The Assistant Superintendent should convert one director position to a supervisor position.                                       | July 1998 |
| 3. The Assistant Superintendent should hire a Grants Coordinator.  | July 1998 |

**FISCAL IMPACT**

The fiscal impact is based upon the average salaries of current directors (\$67,884) with 25.4 percent benefits for a total of \$85,126 and average supervisor salary (\$62,306) plus 25.4 percent benefits for a total of \$78,132. The savings is the difference between the two positions. The average salary for coordinator is \$47,000 plus 25.4 percent for benefits for a total of \$68,100.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Convert Director Position to Supervisor Position	\$7,000	\$7,000	\$7,000	\$7,000	\$7,000
Create Grants Coordinator Position	(\$68,100)	(\$68,100)	(\$68,100)	(\$68,100)	(\$68,100)
<b>TOTAL COSTS</b>	<b>(\$61,100)</b>	<b>(\$61,100)</b>	<b>(\$61,100)</b>	<b>(\$61,100)</b>	<b>(\$61,100)</b>



## **5.2 Curriculum and Instructional Delivery**

### **CURRENT SITUATION**

The Clay County School District offers a wide variety of instructional options for students. An academic student focus is apparent throughout the district whether the program is for regular students or students in special programs such as dropout prevention, academically talented or the general school population. Program directors, teachers, and principals have high expectations for academic progress of students.

### **FINDING**

The Clay County School District has placed a high priority on the implementation of the Sunshine State Standards as an integral part of every student's learning process. Extensive professional development has occurred for school administrators, teachers, and district staff on the implementation of these standards. Cadres of teachers have been trained to provide on-site assistance in implementing the standards.

A training session using Distance Learning occurred during in August 1997 incorporating the use of Educational Television Channel 29, in coordination with teams of teachers on site. This procedure provided training to all school staff in a very cost efficient manner. Two documents were developed to serve as training tools -- one for administrators (*Mission Impossible Supportive Leadership for Implementing the Sunshine State Standards*) and one for teachers (*Making the Commitment: Quality Teaching and Learning*). These documents contain a wealth of information on the history of state standards, frameworks, assessments and the interrelationships of each component.

Sunshine State Standards/Curriculum Guides have been developed in all elementary subject areas. The guides for Science, Math, Language Arts and Social Studies are divided into grade configurations such as K-2, 3-5, and 6. Other guides cover K-6 such as in the subjects of Music, Art, and Physical Education. The Sunshine State Standards/Guides were completed in August 1997.

At the secondary level, the district has accessed the Florida Department of Education Course Descriptions and correlation of these descriptions to the Sunshine State Standards. Secondary school educators have been trained and provided support materials to enable them to implement the standards.

Various manuals, procedures, and guides have been developed to provide assistance to district and school level staff. Exhibit 5-7 displays some of these documents.

### **COMMENDATIONS**

**The Clay County School District's Instructional Division is commended for its aggressive implementation of the Sunshine State Standards.**

**The Clay County School District's Instructional Division is commended for innovative training delivery of the Sunshine State Standards to all instructional and administrative staff.**

**EXHIBIT 5-7  
CURRICULUM AND INSTRUCTIONAL GUIDES IN THE  
CLAY COUNTY SCHOOL DISTRICT**

Code of Conduct Elementary 97-98  
Code of Student Conduct Secondary 97-98  
Summary of Test Data 96-97  
Family Counseling Program for Parents & Students 92  
Pupil Progression Plan 1996-98  
Making the Connection: Using the Electronic Curriculum Planning Tool  
Handbook of Instructional Materials Procedures 10/95  
District Media Center Catalogue 8/96  
The Child Study Team & Pupil Assistance Team 94/95  
Classroom Intervention: Managing Dysfunctional Behaviors in the School 94-95  
Procedures and Policies Regarding School Health Services 97-98  
Dropout Prevention Plan  
Manual of Procedures for School Media Specialist  
Clay Assessment System Administrative/Teacher Handbook  
Limited English Proficient Plan  
Family Counseling Programs for Parents and Students  
Master Inservice Plan 97-98  
District Technology Plan  
Admissions and Placement Manual  
Sunshine State Standards/Curriculum Guide  
    Language Arts K-2, 3-5, 6  
    Mathematics K-2, 3-5, 6  
    Science K-2, 3-5, 6  
    Social Studies K-2, 3-5, 6  
    Health K-2, 3-5, 6  
    Physical Education K-2, 3-5, 6  
    Music K-2, 3-5, 6  
    Art K-2, 3-5, 6-  
    The Writing Process K-2, 3-5, 6  
Mission Impossible Supportive Leadership for Implement the Sunshine State Standards  
Making the Commitment: Quality Teaching and Learning

Source: Division of Instruction, 1998.

**The Clay County School District's Instructional Division is commended for the development and use of excellent supportive guides on the Sunshine State Standards for teachers and administrators.**

## **FINDING**

The Clay County School District has implemented the school improvement planning process. All schools have improvement plans. In addition, all schools in the district are accredited by the Southern Association of Colleges and Schools. This accrediting agency also has standards to be met by accredited schools. On site visits, focus groups, and survey results indicate that the Clay County School District is committed to providing quality education for all students.

The degree to which the philosophy of the state's school improvement process has become institutionalized varies from school to school. Most schools are taking the process seriously as an integral part of the regular school program.

Some schools are taking advantage of the flexibility the process provides to try new, flexible, and innovative programs. A few examples include:

- Joint School Renewal/School Improvement Planning
- 2 x 4 class scheduling
- Peer Meditation
- Career Awareness and Focus
- Interdisciplinary Program
- Student Assistance Program
- Naval Junior Reserve Officer Training Corp.
- Cross Grade Instruction
- Direct Instruction

Many more excellent examples of quality school programs and improvement initiatives are present throughout the district.

The Instructional Division has offered a Best Teaching Practices Workshop to elementary teachers for the past two summers. The workshop and follow-up sessions have been successful in encouraging improved classroom strategies. This week-long workshop includes models of best teaching practices, opportunities to participate in curriculum building activities, and attainment of a variety of professional materials to read and use in the classroom. Follow-up to the workshop includes a commitment to three or four follow-up sessions during the following year. Teachers are provided substitute teachers for observing model lessons, peer observations, and feedback sessions. Participants were also required to write short summaries of any research or professional materials they received at the workshop.

All readings, implementation activities, model lessons and feedback sessions are logged and up to 120 inservice points can be earned during the first year. Teacher reviews of the project have been excellent. Administrators and teachers feel this type of workshop, which includes follow-up and professional materials, has had more of an

impact on improving classroom practices and student achievement than any other training experience.

## **COMMENDATION**

**The Division of Instruction is commended for providing guidance and encouragement to instructional personnel in taking risks to implement innovative and best practice programs.**

### **5.3 Student Assessment and Program Evaluation**

Assessing student performance and evaluating program effectiveness are vital components in every school system. Florida's Accountability Plan requires emphasis on student outcomes which makes it extremely important to have regularly analyzed and interpreted data.

#### **5.3.1 Student Assessment**

## **CURRENT SITUATION**

This section of the report provides summary data about student performance in elementary, middle, and high schools relative to state accountability criteria, state and district averages, and test results from comparable districts, as appropriate.

Exhibit 5-8 shows student performance in Clay County elementary schools relative to medians for all elementary schools in the state and district for the CTBS reading comprehension and math concepts/applications subtests in 1995-96 and 1996-97. The data for reading and math represent the percent of students scoring above the 50 percent national percentile. State medians for writing are for all elementary schools in the state and reflect the percent of students scoring "3" and above on Florida Writes.

## **FINDING**

Data in Exhibit 5-8 show that Clay County elementary schools performed best on state accountability reports in mathematics. Eight out of 16 (or 50%) schools had math concepts/applications scores at or above the state median for 1995-96. Eleven out of 18 (or 61%) schools were above the state median for 1996-97. This is considerably above 50 percent which is what would be expected relative to the state median. None of the school level math scores for either year were below state minimum criteria for "critically low" performance (33%).

Elementary schools in Clay County also performed well in reading comprehension. Ten out of 16 (or 63%) elementary schools were at or above the state median in 1995-96; this figure was 10 out of 18 schools in 1996-97, which was also 56 percent. This is slightly better than would be expected relative to the state median. Once again, none of the school-level reading scores for either year were below state minimum criteria (33%).

**EXHIBIT 5-8**  
**STUDENT ACHIEVEMENT LEVELS IN ELEMENTARY SCHOOLS**  
**RELATIVE TO STATE MEDIANS FOR 1995-96 AND 1996-97**

ELEMENTARY SCHOOL	READING		WRITING		MATH		NUMBER OF CRITICALLY LOW SCORES
	1995-96	1996-97	1995-96	1996-97	1995-96	1996-97	1995-96 and 1996-97
<b>State Median</b>	<b>52%</b>	<b>51%</b>	<b>39%</b>	<b>44%</b>	<b>65%</b>	<b>62%</b>	<b>N/A</b>
<b>District Median</b>	<b>57%</b>	<b>55%</b>	<b>39%</b>	<b>44%</b>	<b>65%</b>	<b>68%</b>	<b>N/A</b>
Charles Bennett	39%	43%	26%	25%	48%	44%	2
Orange Park	78%	75%	50%	54%	84%	87%	0
Grove Park	59%	57%	34%	32%	62%	59%	1
W.E. Cherry	41%	41%	29%	46%	65%	59%	1
Doctors Inlet	47%	43%	28%	25%	55%	62%	2
Middleburg	64%	45%	54%	57%	63%	62%	0
Keystone Heights	55%	59%	47%	43%	81%	75%	0
S. Bryan Jennings	44%	48%	38%	41%	59%	57%	0
Lakeside	62%	68%	44%	63%	81%	84%	0
Montclair	67%	56%	45%	46%	65%	79%	0
Ridgeview	57%	54%	27%	33%	76%	75%	1
Clay Hill	44%	44%	43%	38%	59%	56%	0
Lake Asbury	64%	56%	34%	54%	72%	73%	0
R.M. Paterson	65%	64%	58%	44%	83%	80%	0
J.L. Wilkinson	43%	43%	21%	15%	54%	55%	2
Tynes	56%	50%	39%	34%	75%	59%	0
McRae	na	69%	na	51%	na	94%	na
Fleming Island	na	73%	na	54%	na	85%	na

Source: School Accountability Report, Florida Department of Education, October 1997.

Less than 33% in reading, writing or math, per Rule 6A-1.09981, FAC.

Clay County elementary schools did less well in writing. Half of the elementary schools (eight out of 16 in 1995-96 and nine out of 18 in 1996-97) were at or above state medians. While this is what would be expected relative to the state median, there were five schools that scored below state minimum criteria in 1995-96. Only two of those five schools improved enough to exceed state minimums in 1996-97, and one additional school dropped below the minimum criteria of 33 percent. The net effect on the State Accountability Report for 1996-97 was that six schools received less than the highest ranking (Group 4\*) across all subject areas for the last two years. Writing scores below state minimum criteria in six elementary schools over the last two years are cause for concern. The district has recognized this concern and developed plans for improving student writing skills.

### COMMENDATIONS

**The Clay County School District is commended for the overall high performance level of its elementary schools on state accountability measures in the areas of reading and math.**

**The Clay County School District is commended for requiring schools to have a plan for improving student writing skills. These required plans must address all aspects of the writing process.**

\* Those schools with no critically low scores for the past two years.

## **RECOMMENDATION**

### **Recommendation 5-3:**

#### **Strengthen curricular and instructional activities in writing.**

District and school-level staff should continue to review current research on teaching writing skills. Programs, activities, and strategies should be reviewed for possible implementation into the curriculum in the Clay County School District. Professional development opportunities on teaching and evaluating student writing should continue to be provided for district instructional staff across subject areas.

Students should have opportunities to write to prompts (given reasons) and to judge their own work by rubrics that they have helped to develop.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                        |
|--|------------------------|
| 1. The Director of School Improvement, Professional Development, and Assessment should review school data to identify schools that could serve as models for writing instruction for low performing schools.                     | Spring 1998            |
| 2. The Director of School Improvement, Professional Development, and Assessment should identify the successful strategies and provide a best practices inservice training for teachers in schools which are having difficulties. | Summer 1998            |
| 3. The Director of School Improvement should assist principals in monitoring efforts to improve writing scores   | 1998-99<br>school year |

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources; staff development funds provided by the state and be redirected for inservice training for teachers in writing.

## **FINDING**

Exhibit 5-9 shows student performance in Clay County middle/junior high schools relative to medians for all middle schools in the state which used the CTBS reading comprehension and math concepts/applications subtests in 1995-96 and 1996-97. Information provided for reading and math represent the percent of students scoring above the 50 percent national percentile. Medians for writing are for all middle schools in the state and reflect the percent of scoring "3" and above on Florida Writes. District medians are also provided.

Excluding the alternative center, data in Exhibit 5-9 show that Clay County middle schools performed best on state accountability reports in math, as did the elementary schools. Five out of six middle schools had math concepts/applications scores at or

above the state median for 1995-96. The same was true for 1996-97. This is considerably above 50 percent which is what would be expected relative to the median figure. None of the school-level math scores for either year were below state minimum criteria for "critically low" performance (40%).

**EXHIBIT 5-9  
CURRENT STUDENT ACHIEVEMENT LEVELS IN MIDDLE/JR HIGH SCHOOLS  
RELATIVE TO STATE MEDIANS  
1995-96 AND 1996-97**

MIDDLE SCHOOL	READING		WRITING		MATH		NUMBER OF CRITICALLY LOW SCORES <sup>3</sup>
	1995-96	1996-97	1995-96	1996-97	1995-96	1996-97	1995-96 and 1996-97
<b>State Median</b>	<b>62%</b>	<b>58%</b>	<b>89%</b>	<b>82%</b>	<b>55%</b>	<b>55%</b>	<b>N/A</b>
<b>District Median<sup>2</sup></b>	<b>70%</b>	<b>62%</b>	<b>81%</b>	<b>67%</b>	<b>62%</b>	<b>63%</b>	<b>NA</b>
Green Cove Springs Middle	52%	48%	79%	67%	48%	45%	0
Keystone Heights Jr-Sr High	63%	51%	67%	55%	62%	64%	0
Lakeside Jr High	72%	76%	82%	84%	70%	68%	0
Orange Park Jr High	73%	62%	76%	68%	63%	63%	0
Wilkinson Jr High	70%	62%	83%	86%	62%	59%	0
Ridgeview Jr High	69%	62%	86%	66%	71%	69%	0
Bannerman Learning Center <sup>1</sup>	8%	29%	17%	23%	0%	25%	6

Source: School Accountability Report, Florida Department of Education, October 1997.

<sup>1</sup> Results for students in grades 6-8 at Bannerman Learning Center appear in the official state accountability report for middle schools even though this school should be classified as an alternative center.

<sup>2</sup> District Median without Bannerman Learning Center

<sup>3</sup> Less than 40% in reading and math and less than 50% in writing per Rule 6A-1.09981, FAC.

Middle schools in Clay County performed about as well as expected in reading comprehension. Though five out of six middle schools were at or above the state median in 1995-96; the figure dropped to three out of six in 1996-97. Once again, none of the school level reading scores for either year were below state minimum criteria (40%).

As with elementary schools, Clay County middle/junior high schools did less well in writing. None of them were at or above state medians in 1995-96; however, two out of six schools were able to produce writing results above the state median for 1996-97. Having only one-third of middle schools at or above state medians is still less than expected even though none of the writing scores were below state minimum criteria for either year.

**COMMENDATION**

**The Clay County School District is commended for the overall high performance level of its middle/junior high schools on state accountability measures in math.**

## **FINDING**

It should be noted that the data shown in Exhibits 5-8 and 5-9 could not be found in the district's own report of test results. Though very comprehensive, the district's *Summary of Test Data* does not report student results on the same subtests or in the same format as used for state accountability. Specifically, the summary does not provide reading comprehension and math concepts/applications scores which show the percent of students scoring above the national median. Neither does the report provide the percent of students scoring three and above on Florida Writes which could be calculated from official state results for each school. This is important because school improvement planning efforts could be better supported if the performance of students in grades prior to those used for state accountability were reported on the same subtests and in the same format as reported for state accountability.

## **RECOMMENDATIONS**

### **Recommendation 5-4:**

**Revise test result reporting documents to better reflect progress towards state accountability measures.**

The Director of School Improvement, Professional Development, and Assessment should review current state accountability initiatives and develop the reporting procedures necessary to bring the district's test reporting activities and reports more in line with the state reporting directions. In addition, the Director should develop a plan to provide assistance to instructional personnel in the use of these data to assess needs for school improvement planning purposes.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |              |
|---|--------------|
| 1. The Director of School Improvement, Professional Development, and Assessment should review state-level accountability reports and the current <i>Summary of Test Results</i> . | May 1998     |
| 2. The Director of School Improvement should revise the format for reporting test results.  | August 1998  |
| 3. The Director of School Improvement should implement the new format for reporting test results.   | October 1998 |
| 4. The Director of School Improvement, Professional Development, and Assessment should provide instructional personnel assistance in use of the data for planning.                | Ongoing      |

## **FISCAL IMPACT**

There is no fiscal impact for this recommendation.



**Recommendation 5-5:**

**Correct the misclassification of Bannerman Learning Center on the state's Master School Identification List as a regular middle school; instead, it should be classified as an alternative center.**

The reclassification of the Bannerman Center would significantly increase the overall performance of the district's middle/junior high schools on State Accountability Reports. The highly mobile and troubled student population at this alternative center provides challenges to the district in maintaining high student achievement.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of MIS should correct the classification of Bannerman Learning Center to an Alternative School. May 1998

**FISCAL IMPACT**

There is no fiscal impact for this recommendation.

**FINDING**

Exhibit 5-10 displays student performance in Clay County High Schools on the High School Competency Test (HSCT). Even when Bannerman Learning Center is excluded from the analysis, there are no high schools in Clay County that had all student performance results above state minimums for the last two years. As a result, none of the regular high schools received the highest state classification --- Group 4. It should be noted, however, that increased requirements for passing HSCT Communications and Math have adversely affected high school scores across the state and not just in Clay County. Also, writing performance at the high school level appears to be higher than middle and elementary schools, relative to their respective state medians. Notable improvement has occurred in writing from 1995-96 to 1996-97, especially at the two high schools that previously scored below state medians. Middleburg High School improved by 36 percentage points and Orange Park by 22 percentage points. The district high school median score increased by 16 percentage points which indicates excellent progress.

**COMMENDATION**

**Clay County high schools are commended for recent improvements on the Florida Writes Assessment.**

**RECOMMENDATION**

**Recommendation 5-6:**

**Continue to strengthen curricular and instructional activities at the high school level in communications, writing, and math to assist students in increasing performance levels above the state minimums.**

Schools which have made significant increases in student performance should share successful practices with those schools having difficulties within the same areas.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                                       |
|---|---------------------------------------|
| 1. The Director of Secondary Education should review school data to identify schools and subjects area strategies that could be used as models for other schools. | June 1998                             |
| 2. The Director of Secondary Education should arrange for sharing between schools to occur.   | Commencing in the 1998-99 school year |

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources; school improvement and staff development funds provided by the state can be used to implement best practices sharing.

### **EXHIBIT 5-10 CURRENT STUDENT ACHIEVEMENT LEVELS IN THE HIGH SCHOOLS RELATIVE TO STATE MEDIANS 1995-96 AND 1996-97**

HIGH SCHOOL	COMMUNICATIONS		WRITING		MATH		NUMBER OF CRITICALLY LOW SCORES <sup>4</sup>
	1995-96	1996-97	1995-96	1996-97	1995-96	1996-97	1995-96 and 1996-97
State Median <sup>1</sup>	92%	80%	75%	87%	78%	76%	N/A
District Median <sup>2</sup>	92%	82%	72%	88%	80%	78%	N/A
Orange Park High	89%	78%	65%	87%	78%	78%	4
Keystone Heights Jr-Sr High	94%	86%	79%	92%	82%	68%	1
Clay High	93%	85%	79%	90%	80%	78%	1
Middleburg High	90%	79%	37%	73%	80%	79%	3
Bannerman Learning Center <sup>3</sup>	75%	35%	13%	25%	50%	17%	6

Source: School Accountability Report, Florida Department of Education, October 1997.

<sup>1</sup> The state medians for HSCT are for schools, not students.

<sup>2</sup> District Median without Bannerman Learning Center.

<sup>3</sup> Results for students in grades 9-12 at Bannerman Learning Center appear in the official state accountability report for high schools even though this school should be classified as an alternative center.

<sup>4</sup> Less than 85% passing HSCT Communications, less than 80% passing HSCT math, less than 67% passing on Florida Write, per Rule 6A-1.09981, FAC.

### **FINDING**

Exhibit 5-11 provides a summary of the most recent School Accountability Reports for Clay and comparable school districts. These data show the percent of schools that were classified by the state as "Group 4," which means they exceeded state minimum performance criteria in reading, writing and math for both the 1995-96 and 1996-97 school years. Only about half the schools in Florida were so classified.

**EXHIBIT 5-11**  
**PERCENT OF SCHOOLS THAT EXCEED MINIMUM PERFORMANCE CRITERIA**  
**FOR TWO CONSECUTIVE YEARS**  
**1995-96 AND 1996-97**

SCHOOL DISTRICT	ELEMENTARY	MIDDLE	HIGH	ALL SCHOOLS <sup>1</sup>	DIFFERENCE <sup>2</sup>
Clay	63%	86%	0%	57%	25.1%
Alachua	59%	75%	17%	56%	5.6%
Bay	53%	100%	0%	57%	14.8%
Lake	61%	100%	0%	59%	3.1%
Osceola	50%	60%	0%	43%	0%
St Johns	58%	83%	33%	62%	9.0%
<b>Comparison District Total</b>	<b>57%</b>	<b>85%</b>	<b>7%</b>	<b>56%</b>	<b>9.4%</b>
<b>State Total</b>	<b>53%</b>	<b>70%</b>	<b>18%</b>	<b>51%</b>	<b>6.5%</b>

Source: School Accountability Reports, Florida Department of Education, October 1997.

<sup>1</sup> Elementary, Middle/Junior High and High Schools combined.

<sup>2</sup> Difference between total number of "Group 4" schools (those schools with no critically low scores for the past two years) in 1996-97 vs. 1995-96.

In Exhibit 5-11, Clay County elementary schools had a higher proportion of Group 4 schools (63%) than any of its comparison districts and was ten percentage points higher than the state total. However, there were **no** Clay County high schools that met all state minimum performance criteria for the last two years, which meant they also fared less well than comparable school districts and the state average. (See Recommendation 5-6).

While student performance at the high school level warrants improvement, it should be pointed out that high schools across the state are experiencing declining performance on the High School Competency Test (HSCT), due in part to higher standards for passing, especially in communications. Clay County middle schools, on the other hand, at 86 percent, did about as well as in comparable districts and more than 15 percentage points higher than the state average.

Across all schools, Clay County had about the same proportion of Group 4 schools (57%) as in comparable districts and was higher than the state average. In terms of improvement since the previous state accountability report, Clay County had the highest proportion of schools advancing to Group 4 status (25%) of any of its comparable districts, and was nearly 20 percentage points higher than the improvement rate statewide (6.5%).

### COMMENDATION

**The Clay County School District is commended for having the highest proportion of schools advancing to "Group 4" status (25%) of any comparison school district.**

The district was nearly 20 percentage points higher than the improvement rate statewide. This increase was due to the excellent advancement of the district's elementary and middle schools.

## FINDING

Exhibit 5-12 displays graduation and dropout rates for the Clay County School District. According to state data, virtually all of the 12th grade students in Clay County high schools in Fall 1995 graduated by the end of the 1995-96 school year and nearly all (99%) graduated in 1996-97. The 1995-96 dropout rate in Clay County high schools (4.1%) was about the same as the median for all comparable districts and the state. Whereas the median dropout rate for comparable districts and the state increased from the previous year, the dropout rate for Clay County actually decreased to 3.8 percent for 1996-97.

### EXHIBIT 5-12 GRADUATION AND DROPOUT RATES IN COMPARISON SCHOOL DISTRICTS 1995-96 AND 1996-97

SCHOOL DISTRICT	12 <sup>TH</sup> GRADE GRADUATION RATE		DROPOUT RATE	
	1995-96	1996-97	1995-96	1996-97
Clay	100.0%	99.0%	4.1%	3.6%
Alachua	88.7%	89.4%	4.2%	3.4%
Bay	91.2%	96.4%	3.0%	4.1%
Lake	96.2%	97.3%	6.0%	6.1%
Osceola	100.0%	100.0%	3.8%	5.5%
St Johns	93.9%	98.4%	3.0%	6.0%
Median Above	95.1%	97.9%	4.0%	4.8%
State Total	95.8%	95.7%	4.1%	4.3%

Source: 1995-96 and 1996-97 Florida School Indicators Report, Florida Department of Education.

## COMMENDATION

**The Clay County School District is commended for maintaining a high 12th grade graduation rate and for improving its dropout rate relative to comparable districts and the state.**

### 5.3.2 Program Evaluation

## CURRENT SITUATION

As previously stated, Clay County School District is a medium-sized district with district staff assuming a variety of roles and responsibilities. The Director of School Improvement, Professional Development, and Assessment is charged with providing student assessment data for program and school decision making. The office annually develops a document with test summary results.

The *Summary of Test Data* is an informational booklet of all standardized testing administered to Clay County students during any specific year. This document provides data on the following tests:

- Comprehensive Test of Basic Skills (CTBS)
- Florida Writing Assessment Program (FWAP)
- High School Competency Test (HSCT)
- Advanced Placement (AP)
- Scholastic Assessment Test (SAT)
- American College Test (ACT)

Each test is explained and general information about the test is provided. Comparison data are provided for some of the tests. Within this document, an eight-county comparison is given for the HSCT and the FWAP. Data are displayed primarily in bar graphs and numerical charts. The document does not attempt to analyze the data in a narrative form. Results are displayed in a number of ways such as by grade level, by school, and longitudinal comparisons.

## **FINDING**

Schools and district staff review the document to make evaluation decisions regarding educational programs in the district. On the Clay County School District Administrators Survey conducted by MGT, 29 percent of administrators, 24 percent of principals, and 27 percent of teachers indicated that program evaluation, research, and assessment *needed either some or major improvement*. School staff also indicated in interviews and focus groups that they needed information in addition to achievement test scores to make program improvements.

The Clay County School District does not have an effective and regularly scheduled evaluation conducted on educational programs within the district. Each administrator is responsible for deciding what works and what does not work. A formal evaluation process is not conducted on most programs unless required by the state or federal departments of education.

## **RECOMMENDATIONS**

### **Recommendation 5-7:**

**Develop a formal evaluation process whereby each instructional and special program is evaluated on a regular basis.**

Programs should be regularly evaluated by central office administrators who are responsible for administering them. The Clay County School District should research how other districts of similar size provide program evaluation services. Most special programs allow for external evaluations to be provided through program funds. The district should consider an external evaluation of programs on a rotating basis over a five-year cycle.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent for Instruction should direct the appropriate staff to survey comparison districts on program evaluation activities. May 1998

- |  |                                      |
|--|--------------------------------------|
| 2. The Assistant Superintendent of Instruction should review options with staff and select a procedure to recommend to the Superintendent for a systemic program evaluation process. | Summer 1998                          |
| 3. The Assistant Superintendent for Instruction should direct appropriate staff to implement cyclic program evaluations.   | Beginning in the 1998-99 school year |

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

**Recommendation 5-8:**

**Implement procedures to provide district and school staff with increased assistance in data analysis and in understanding how to use data for decision making.**

District and school staff should be provided training and assistance in how to convert information obtained through test score data analysis into assisting with the development of School Improvement Plans, and how test score and other outcome data can be used to determine if school plan objectives are being met. Data are of little use to school staff if they do not know and understand how the data relate to local and state level accountability and improvement planning processes. In addition, assistance should be provided to teachers in using test data to identify teaching strategies and materials and curriculum tools to be used with students in the classroom to improve individual student learning.

The Clay County School District should consider realigning the *Summary of Test Scores* document to become more user friendly and helpful.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                     |
|---|---------------------|
| 1. The Director of School Improvement, Professional Development, and Assessment should conduct an in-depth needs assessment as to what training and other assistance the district staff and school staff need related to data use and analysis. | May 1998            |
| 2. The Director of School Improvement, Professional Development, and Assessment should develop a plan to provide training and assistance.   | Summary 1998        |
| 3. The Director of School Improvement, Professional Development, and Assessment should implement the plan as part of the district's school improvement efforts.   | 1998-99 school year |

**FISCAL IMPACT**

This recommendation can be implemented with existing resources.

#### **5.4 Special Programs and Support Services**

Students with special needs require ancillary services and specialized programs to help provide successful educational experiences. School districts receive supplemental funding from state or federal sources to help offset the additional cost of delivering special programs to students who need them. Ideally, such programs should efficiently manage their resources to provide positive educational outcomes. In the subsections that follow, special programs in the Clay County School District are reviewed.

##### **5.4.1 Dropout Prevention and Retrieval**

#### **FINDING**

The Clay County School District has several programs to encourage and facilitate students to complete their education. A program for retrieving dropouts and potential dropouts that has been highly successful is the Clay School District Career Development Program called “Jump Start”. The program is open to all student ages 16 through 20 in Clay County. It is designed as an open-ended program which has participants who have left formal high school and wish to obtain their diploma and continue to pursue a career in the world of work.

This program requires students to hold a part-time job that they must find on their own. Listed below are program requirements:

- successful completion of GED prep standards;
- successful completion of DCT I performance standards;
- successful completion of basic employability skills standards through OJT;
- maintain either full-time or part-time employment;
- pass the HSCT (for a Clay County School Diploma);
- pass the GED exam;
- be enrolled at least one full calendar quarter (three months); and
- maintain successful attendance.

The propose of the program is to:

- cultivate success via alternative option;
- accommodate individual earning styles;
- provide opportunity to earn Clay County Schools diploma or GED;
- work at an accelerated rate - open entry - open exit;
- provide a non-traditional classroom - everyone is not a “square peg;”
- provide team-building and cooperative learning;
- promote personal responsibility student success; and
- eliminate student’s feelings of alienation at school.

The program is located at the Orange Park Campus of St. Johns Community College, and is a partnership effort between the school district and the junior college. This type of partnership is unique and seldom seen in Florida school districts.

#### **COMMENDATION**

**The Clay County School District is commended for its excellent Jump Start Program which has retrieved and graduated over 150 students in its 18 months of operation.**

#### **FINDING**

The Bannerman Learning Center is providing educational and related services for a variety of students. Programs for Teen Parents, ESE students who have been suspended or expelled, and students who are involved in difficulties with the law have programs specifically designed for them at the Bannerman Learning Center.

#### **COMMENDATION**

**The Clay County School District is commended for providing alternative services for students through the Bannerman Learning Center.**

#### **5.4.2 Exceptional Student Education (ESE)**

Exceptional Student Education (ESE) is provided to students who have a disabling condition under the federal law and corresponding state regulations. Students suspected of needing ESE services are referred to a Child Study Team who evaluates and determines appropriate student placement. Students deemed eligible for ESE services are required to receive programs in the least restrictive environment, and such programs and services are clearly indicated in an Individualized Education Plan (IEP).

#### **CURRENT SITUATION**

The latest data available (1996-97) on percentages of ESE population compared to the general population for the Clay County School District and the comparison districts are displayed in Exhibit 5-13. The data in this exhibit demonstrate that the Clay School District is in the middle of the comparison school districts with regard to the percent of its students in special education.

**EXHIBIT 5-13  
PERCENTAGE OF ESE STUDENTS  
IN COMPARISON SCHOOL DISTRICTS 1996-97**

<b>SCHOOL DISTRICT</b>	<b>ESE PERCENTAGE</b>
Alachua	22.8%
Bay	21.1%
Clay	19.0%
Lake	16.4%
Osceola	15.0%
St. Johns	16.0%

Source: Profiles of Florida School District, 1996-97.



Exhibit 5-14 displays the Clay County School District ESE student population by program classification and that of the five comparison districts.

**EXHIBIT 5-14  
ESE PROGRAMS AND STUDENT ENROLLMENT  
IN COMPARISON SCHOOL DISTRICTS  
1996-97**

<b>ESE PROGRAM</b>	<b>SCHOOL DISTRICT</b>					
	<b>ALACHUA</b>	<b>BAY</b>	<b>CLAY</b>	<b>LAKE</b>	<b>OSCEOLA</b>	<b>ST. JOHNS</b>
EMH	395	308	180	513	300	176
TMH	122	75	66	139	90	41
PHY. HCP	141	82	27	92	130	20
PT/OT PT	2	13	10	5	3	2
SPC/L&H	943	1,008	1,440	1,401	1,401	1,340
VIS. HAND	10	6	7	8	15	3
EH	729	420	444	263	255	85
SLD	1,811	2,048	1,854	1,325	1,480	1,015
Gifted	2,421	1,175	949	436	408	594
H/HPT	45	24	26	15	36	10
Prof. Hand*	101	258	106	108	72	35
<b>TOTAL</b>	<b>6,720</b>	<b>5,417</b>	<b>5,109</b>	<b>4,305</b>	<b>4,129</b>	<b>2,674</b>

Source: Profiles of Florida School Districts, 1996-97.

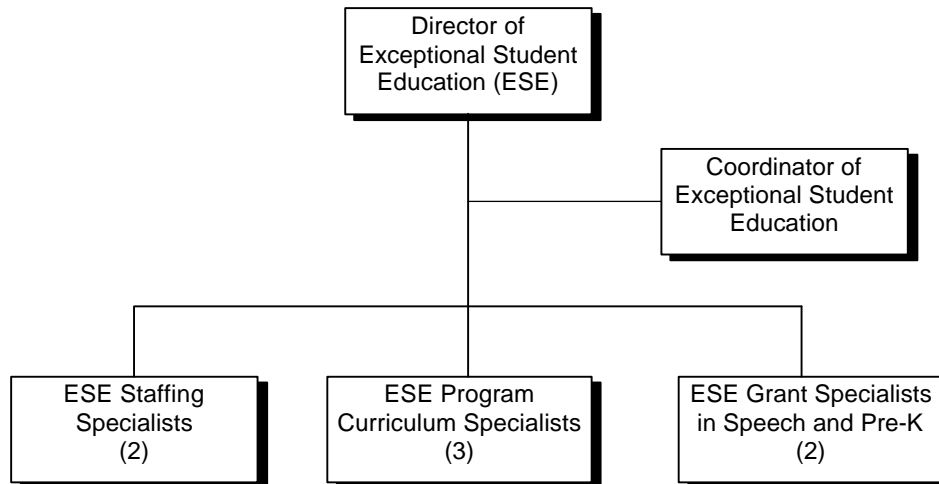
\*Profoundly Handicapped.

The Clay County School District has more ESE students than Lake, Osceola and St. Johns, but has less than Alachua and Bay County School Districts. Alachua, Clay and Lake School Districts have very close to the same number of students considered profoundly handicapped.

The Clay County Exceptional Student Education Department is composed of a director, a coordinator, two staffing specialists, three curriculum specialists, and two grant/program specialists (Speech, Pre-K). Four of the specialists are funded from specific grants and have very specific duties. Exhibit 5-15 displays the current organization of the ESE Department.

In addition to ESE staff shown in Exhibit 5-15, there are 14 Resource Compliance Specialist positions who are assigned to serve one or more schools and report directly to principals. These specialists assist schools by consulting with teachers and ESE students participating in inclusion/mainstreaming programs, assisting with ESE staffing, and providing ESE paperwork support. Each school who has the services of a Resource Compliance Specialist uses them somewhat differently.

**EXHIBIT 5-15  
CURRENT ORGANIZATIONAL CHART OF THE  
DEPARTMENT OF EXCEPTIONAL STUDENT EDUCATION**



Source: Generated by MGT from information provided by the Clay County School District, 1998.

The schedules for Resource Compliance Specialists vary significantly. Elementary schools have one or two days each week. Further, not all schools are served by a Resource Compliance Specialist. Service depends, to a large degree, on the ESE programs and numbers of ESE students at each site. High schools and middle/junior highs have more Resource Compliance Specialists with services ranging from three to five days per week.

Resource Compliance Specialists are evaluated by the principal with whom they serve for the highest percentage of time. Therefore, elementary school principals who have only one or two days per week have little opportunity to evaluate the services they receive.

ESE staffing patterns for medium districts are displayed in Exhibit 5-16. In addition, results of a telephone survey of ESE staffing patterns in comparison districts are shown in Exhibit 5-17.

## **FINDING**

The Clay County School District has placed as a high priority the meeting of needs of students, and especially ESE students. Because of this record of service, the district has been successful in having no current legal action against the district by any advocacy group and, in the past, the district has had a history of winning such cases.

## **COMMENDATION**

**The Clay County School District is commended for providing excellent program services for ESE students as indicated by the lack of legal action against the district.**

**EXHIBIT 5-16**  
**ESE ORGANIZATION IN SELECTED SCHOOL DISTRICTS**  
**1996-97 SCHOOL YEAR**  
**(Ranked by ESE Membership)**

SCHOOL DISTRICT	PK-12 MEMBERSHIP	ESE MEMBERSHIP	NUMBER OF SCHOOLS	DISTRICT-LEVEL STAFF	SCHOOL-BASED STAFFING PERSONNEL	FUNDING
Leon	31,332	8,356	49	Director, Program Specialist (3) Curriculum Specialist (3)	6	IDEA/General
Sarasota	31,035	8,127	33	Director, Supervisor - Elementary, Supervisor - Secondary, Supervisor - Pre-K, Supervisor - Grants & Medicaid	33	IDEA/General
Alachua	29,166	7,099	42	Director, Supervisors (4), Specialist (5)	0	
Marion	35,527	6,684	42	Director, Supervisor Coordinator, Curriculum (2)	21	IDEA/General
Manatee	31,083	5,660	33	Director, Supervisors (4)	9	IDEA/General
Bay	25,228	5,624	35	Director - Elementary Education, Director - Secondary Education	11	IDEA/General
Clay	24,875	5,058	28	Director - Coordinator, Supervisors (Specialists) Curriculum (3), Supervisors - Pre-K, Supervisor - Special/Language	14	IDEA/General
Lake	24,827	5,005	38	Director, Program Specialist (7), Pre-K Specialist (1) Discipline Specialist (2)	1	IDEA/General
Collier	26,376	4,967	33	Director, Assistant Director, Coordinator (6)	32	IDEA/General
Okaloosa	29,454	4,707	39	Director, Program Specialist (3), Gifted Specialists (1)	10	IDEA/General
St. Lucie	27,045	3,804	32	Director, Program Specialist (6)	32	IDEA/General
Osceola	25,045	3,416	26	Director, Compliance Specialists (2)	24	General

Source: Alachua County School District Telephone Survey, 1997.

**EXHIBIT 5-17  
ESE STAFFING PATTERNS  
IN COMPARISON SCHOOL DISTRICTS  
JANUARY 1998**

VARIABLE	SCHOOL DISTRICT					
	ALACHUA	BAY	CLAY	LAKE	OSCEOLA	ST. JOHNS
ESE Membership (1996-97)	7,099	5,600	5,624	5,058	3,804	2,874
Schools	42	35	28	38	26	24
Director(s)	1	2	1		1	1
Supervisor(s)	4					
Coordinator(s)	0		1			4
Program/Curriculum Specialist (Housed at District)	3*		5*	11*		
Compliance or Staffing Specialist Housed at District	0*		2*	0*	2	6
School-level Specialist	0	11	13**		24	
Total ESE Personnel excluding Teachers	8	13	22	12	27	11
Ratio Staff/ESE Students	1:887	1:431	1:255	1:421	1:141	1:261
Ratio Staff to Schools	1:5.25	1:2.69	1:1.27	1:3.25	1:0.96	1:2.18

Source: Telephone Survey Conducted by MGT, January 1998.

\*Shared role

\*\*There are 14 Resource Compliance Specialists; however, in January 1998 only 13 positions were filled.

## FINDING

Interviews with school administrators and district personnel in the Clay County School District found that there is confusion as to the services ESE specialists provide, including the school-based Resource Compliance Specialists and the nine district-based ESE specialists. Further, there is duplication of services provided by these specialists.

The Resource Compliance Specialists are assigned to a school or schools. The district specialists are assigned to either programs or as staffing specialists. Therefore, there is a layered service duplication in that a Resource Compliance Specialist does staffing and reviewing documentation, and then the Program or Staffing Specialists also review staffing and documentation.

A comparison of ESE Specialist and Coordinator job descriptions is displayed in Exhibit 5-18. A side by side analysis of job descriptions in Exhibit 5-18 shows that:

- both Resource Compliance Specialists and Exceptional Child Specialists review ESE referrals, placement, ensuring accuracy and completeness of paperwork. In addition, the ESE Coordinator audits school ESE documents for compliance;
- both Resource Compliance Specialists and Staffing Specialists participate on Child Study Teams; and

**EXHIBIT 5-18  
JOB DESCRIPTION COMPARISONS**

<b>RESOURCE COMPLIANCE SPECIALIST</b>	<b>ESE STAFFING SPECIALIST</b>	<b>ESE PROGRAM CURRICULUM SPECIALIST</b>	<b>COORDINATOR OF ESE</b>
1. Review ESE referrals and placement papers....to ensure accuracy and completeness.	1. Assist schools in implementing Eligibility and IEP/ Placement Staffings, procedures and documentation requirements.	1. Assist Director in ESE curricular development and refinement.	1. Coordinate district-wide SED and EH Self-Contained programs, social skills inservice, behavioral resource teacher training of SED/EHSC aides.
2. Serve as the ESE Director's designee in staffings, and LEA's representative for development/ revision of IEP's	2. Serve as principals designee at Eligibility Staffings and/or as LEA Representative at IEP/Placement Staffings or reviews.	2. Review ESE referrals and placement papers and work with principal or designee to ensure accuracy and completeness.	2. Make administrative decisions about SED/HSC placements and attend out-of-county ESE staffings and complex ESE staffings.
3. Work with teachers and school staffs to implement cooperative consultation, co-teaching and integration.	3. Review and assist in completing ESE referrals.	3. Assist Director in new program development.	3. Observe and document the performance of ESE teachers upon principals request.
4. Assist school personnel in ESE scheduling, follow-up, chair pre-expulsion meetings, assist in coordinating IEP, serve as liaison in articulating ESE students moving from elementary, Junior High and High School.	4. Participate in Child Study Teams.	4. Plan and coordinate delivery of appropriate Countywide ESE inservice activities.	4. Audit school ESE documents for compliance.
5. Provide consultant services to reg. Vocational teachers.	5. Assist principals in the monitoring of ESE documentation relevant to audit requirements.	5. Serve as liaison with FDLRS.	5. Audit SED/EH/SC programs.
6. Coordinate automated reporting of mainstream cost factor.	6. Assist principals in training school personnel in ESE procedures and documentation requirements.	6. Assist Director in answering requests from principals for assistance with difficult questions regarding ESE curricula, policies, procedures students, placement.	6. Prepare statistical reports to state and federal agencies.
7. Stay abreast of eligibility criteria placement and program options and community resources.	7. Assist Director and principal as assigned, with other ESE related responsibilities.	7. Provide input to Director regarding Comprehensive Planning, District Procedures, 94-142 and other grant applications.	7. Assist in the development of comprehensive plans, budgeting and new program development.
8. Participate as member of the school's child study team. Assist in the maintenance of ESE student records, reports, documentation.		8. As assigned, attend Duval and other out-of-country staffings and complex staffings.	8. Develop, order and update appropriate district-wide ESE materials and handbooks.
		9. Serve as technical assistant to LEA Representative at complex ESE staffings and reviews.	9. Maintain appropriate records and perform duties previously executed by Specialist in positions eliminated.
		10. Assist Director as assigned.	10. Perform other duties as assigned

Source: Clay County School District, 1998.

- although not identified specifically in job descriptions, on-site interviews indicated all staff are spending time on hearings and hearing procedures for expulsions/suspension of ESE students (see Section 5.4.4 which follows).

An analysis of comparison district ESE staffing patterns is displayed in Exhibit 5-19. As can be seen, only Osceola County School District has a lower ESE student to staff ratio (district staff and specialists that are not assigned to specific classrooms), one staff position for 141 ESE students than Clay which has one staff for every 255 ESE students. In the case of Osceola, only three staff are assigned to the district office, all others are school-level specialists. In addition, the Clay County School District has the second lowest staff to schools ratio with one staff member serving 1.27 schools and in Osceola, one staff to 0.96 schools. The Clay County School District has the second highest number of total specialist/district staff at 21, which is second only to Osceola with 27. Exhibit 5-19 displays these data.

**EXHIBIT 5-19  
ESE RATIOS IN SELECTED SCHOOL DISTRICTS**

<b>SCHOOL DISTRICT</b>	<b>STUDENTS TO STAFF RATIO</b>	<b>SCHOOLS TO STAFF RATIO</b>
Osceola	141:1	0.96:1
Clay	255:1	1.27:1
St. Johns	261:1	2.18:1
Lake	241:1	2.69:1
Bay	431:1	3.16:1
Alachua	887:1	5.25:1

Source: Developed by MGT based on telephone survey, January 1998.

## **RECOMMENDATION**

### **Recommendation 5-9:**

**Organize the Department of Exceptional Student Education to more clearly delineate areas of responsibility and eliminate duplication of effort, especially in the area of ensuring accuracy and compliance.**

As has been previously discussed, the district is higher in specialist positions than all but one of the comparison districts. The ESE Department should be organized as follows:

- the 14 school-based Resource Compliance Specialist positions should be deleted;

- the position of Coordinator of Staffing and Compliance position should be created to provide coordinated customer-oriented staffing and compliance guidance to schools from the central office;
- two additional staffing specialists should be added to the central office (for a total of four staffing specialist positions);
- a compliance specialist position should be created;
- four inclusion specialist positions should be created; and
- a medicaid specialist position should be created (also see Recommendation 5-10).

Each specialist position job description should address specifically what the position function includes and what the position is to be held accountable for, thus, eliminating overlapping functions, and confusion at schools as to who to call for assistance and who is to be held accountable. Further, most specialists should be providing services in the schools 75-80 percent of their time.

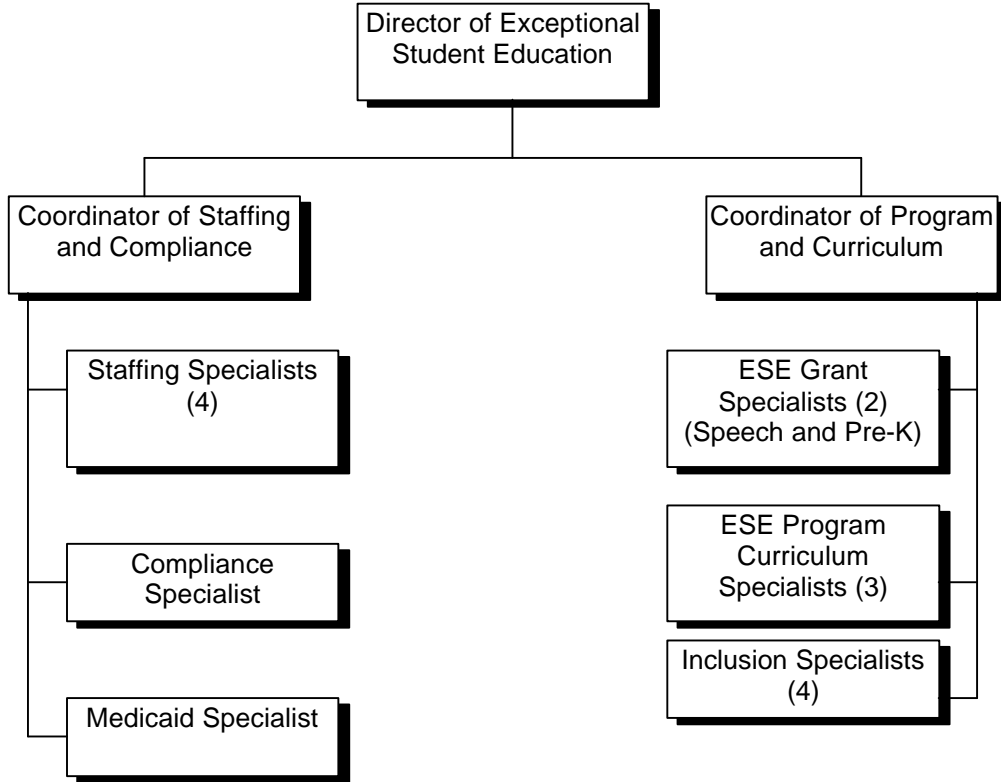
The district should provide intense training to all ESE teachers regarding appropriate program and compliance procedures, and hold them responsible for accuracy. The duplication of compliance monitoring by various specialists such as the Compliance Specialist, Staffing Specialist, and in some cases, the Program Curriculum Specialist wastes time and money that could be spent on students.

A proposed organization chart is displayed in Exhibit 5-20.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Assistant Superintendent for Instruction should direct the Director of ESE to develop a plan to reorganize the ESE Department. | May 1998    |
| 2. The Director of ESE and Assistant Superintendent should seek approval of the plan from the Superintendent.                         | June 1998   |
| 3. The plan should be submitted to the Board for approval.  | June 1998   |
| 4. The Director and Assistant Superintendent should clarify job description duties and tasks as well as accountability.               | August 1998 |
| 5. The Director and Assistant Superintendent should eliminate the 14 Resource Compliance Specialist positions.                        | August 1998 |

**EXHIBIT 5-20  
PROPOSED REORGANIZATION OF THE DEPARTMENT  
OF EXCEPTIONAL STUDENT EDUCATION  
CLAY COUNTY SCHOOL DISTRICT**



Source: Developed by MGT, January 1998.

### **FISCAL IMPACT**

This cost savings is based on teacher's salary with a master's degree at \$34,962 with 25.4 percent for benefits. The fiscal impact for six specialists would be \$263,054. In the ESE reorganization, eight specialist positions are being created and 14 Resource Compliance Specialist positions are being deleted. In addition, a coordinator is being added. The average coordinator salary is \$47,000 plus 25.4 percent for benefits.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Create ESE Staffing and Compliance Coordinator Position	(\$68,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$68,000)
Eliminate Six Specialist Positions	\$263,000	\$263,000	\$263,000	\$263,000	\$263,000
Total Savings for ESE Reorganization	\$195,000	\$195,000	\$195,000	\$195,000	\$195,000



### **5.4.3 Medicaid**

#### **FINDING**

The State's Medicaid program was amended in September 1992 to allow school districts to enroll as Medicaid providers. Medicaid reimburses the district for specific services depending upon the qualifications of the specialists. The School Health and Related Services (SHARS) Program reimburses districts for those services determined to be medically necessary and reasonable to ensure that a disabled child under the age of 21 receives the benefits of a free and appropriate public education. The Medicaid Administrative Case Management Program reimburses the district for case management activities delivered to students. School districts can apply for reimbursement for specific services provided to Medicaid-certified children without spending any new money.

The Clay County School District piloted billing Medicaid expenses for about 10 OT/PT\* students which brought between \$13,000 and \$14,000 into the school district. Currently, there are about 68 OT/PT students alone which, based upon the pilot, could generate more than \$68,000 a year. It is projected that expanding to other eligible therapies for the 250 to 300 students who will qualify could bring as much as \$300,000 in reimbursement. In addition, if the district expanded efforts to include nursing, psychological, and other related services, another \$200,000 dollars could be secured.

The billing and other record keeping activities necessary to receive the reimbursement is quite extensive. Currently one of the ESE program specialists has the assignment of investigating and activating the reimbursement program.

#### **RECOMMENDATION**

##### **Recommendation 5-10:**

##### **Expand the use of Medicaid reimbursement for other options under the law.**

The Clay County School District should aggressively target the Medicaid reimbursement as a priority. The medicaid specialist (created previously in Exhibit 5-20) should be provided a half-time computer data entry assistant.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent for Instruction and the Director of Exceptional Student Education should seek approval to hire a .5 data entry person. | June 1998 |
| 2. The Board should approve the hiring of data entry position.   | June 1998 |
| 3. The Director of Exceptional Student Education should hire the data entry person.  | July 1998 |

---

\* OT - Occupational Therapy; PT - Physical Therapy

- |   |             |
|---|-------------|
| 4. The Director should assign a specialist to be responsible for expanding Medicaid reimbursement (see Recommendation 5-9). | Summer 1998 |
| 5. The Director of ESE should provide training for both staff positions.  | Summer 1998 |

### **FISCAL IMPACT**

The financial estimate is based upon the Clay County School District Pilot Project and MGT's estimates of expanded services regarding reimbursable Medicaid expenses. The program should be phased in and estimates for the first two years are for therapies only. The last three year estimates include reimbursement for nursing, psychological, and other services that qualify. The data entry position is based upon one half of a computer service technician at \$12,000 and 25.4 percent for benefits.

<b>Recommendations</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Create .5 Data Entry Position	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)	(\$15,000)
Secure Full Medicaid Reimbursement	\$116,000	\$300,000	\$400,000	\$500,000	\$500,000
Total Savings to Expand Medicaid Reimbursement	\$101,000	\$285,000	\$385,000	\$485,000	\$485,000

### **5.4.4 Student Services**

Students and families often need assistance to enable learning to occur. Learning can be impaired by either mental or physical health needs. In addition, social support in the form of family assistance is often required.

### **CURRENT SITUATION**

The Clay County School District provides a variety of services to students and schools. These services include mental and physical health, psychological testing and services, guidance and counseling, and the services of social workers.

Staff for the Support Services Department include:

- Director of Support Services
- Coordinator of Support Services
- 11 school psychologists
- one part-time psychologist for clinical medication
- 46 guidance counselors (assigned to schools)
- LPNs at all except four school sites
- one specialist
- seven social workers/attendance officers

In addition, the district provides fully functioning clinics at all school sites. Health specialists who are assigned to the Department of Secondary Education teach students in the delicate areas of human growth and development and counseling students regarding health problems.

## **FINDING**

The Clay County School District has implemented a no tolerance policy for students possessing drugs or alcohol on campus. This policy has created the need for numerous hearings for expulsions. Current staff are having extreme difficulty in accommodating this unexpected workload with other duties and responsibilities.

## **RECOMMENDATION**

### **Recommendation 5-11:**

**Create a hearing officer position.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should request approval to hire a Hearing Officer for the School Board. May 1998
2. The Hearing Officer should be hired. July 1998

## **FISCAL IMPACT**

The fiscal impact is based upon the current salary schedule for social workers of \$31,000 plus 25.4 percent for benefits for a total of \$38,900.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Hire Hearing Officer	(\$38,900)	(\$38,900)	(\$38,900)	(\$38,900)	(\$38,900)

## **5.5 Technical, Career, and Adult Education**

The necessity for providing an educational system that supports preparation of students for work is well documented. The unemployment rate for youth is considerable and educational systems must provide career opportunities for all students -- both college and non-college bound.

## **CURRENT SITUATION**

The Clay County School District has implemented a comprehensive vocational, technical and career education program. The district coordination activities with businesses in the area are extensive.

The Adult Education Program is housed within the Applied Technology Department along with Tech Prep, School-to-Work, Career Development and Vocational Programs.

The Clay County School District offers a variety of vocational programs, including:

- Agritechnology
- Automotive Technology
- Business Technology
- Commercial Foods
- Drafting
- Early Childhood Education
- Electronics Technology
- Health Science

Through a dual enrollment program it is possible for students to graduate with a high school diploma or with a program completion certificate and an associate degree.

Through a Break the Mold Grant, the district has provided the “Jump Start” Program which was discussed in the Dropout and Retrieval Section of this chapter. In addition, the Tech Prep Bridge Program targets eighth grade at-risk students and provides students with six weeks of summer instruction. These students earn \$65 per week. Students are taught employability skills, provided intensive guidance services, and explore career opportunities through the *Choices Jr.* Program. This program is highly successful in providing positive experiences for students prior to entry into the ninth grade, thus enabling them to have their career goals identified and a positive reason to apply knowledge secured.

The School-to-Work Consortium of which Clay County School District is an active part, has developed a career planning guide, entitled *Plan for Success*. The document is a guidebook for Clay County students. Many district have not been able to provide such a comprehensive guide for students.

## **COMMENDATIONS**

**The Department of Applied Technology is commended for implementing new and innovative programs such as *Jump Start* and the *Tech Prep Bridge*.**

**The Department of Applied Technology is commended for providing students with the excellent guide, *Plan for Success*.**

## **5.6 Instructional Support Services**

In order for an instructional delivery system to be effective, students must have access to a wealth of educational materials. Textbooks, reference materials, library books, and information via technology are the foundation of a good educational system.

### **5.6.1 Textbooks and Media Services**

#### **CURRENT SITUATION**

The Instructional Support Services Unit includes a diverse provision of services. Responsibilities include instructional materials selection and maintenance, library services, instructional technology, and central printing. (Note: The Instructional Technology Section of this department is addressed in Chapter 11 of this report.)

The Instructional Material, Library/Media and Instructional Technology staff includes a coordinator, media specialist, and an instructional materials specialist.

#### **FINDING**

The Clay County School District has developed a manual entitled *Handbook of Instructional Materials Procedures*. It contains statutes, policies, district goals and philosophy, management and adoption of instructional materials, and standardization procedures.

The district has made a commitment to provide students with up-to-date textbooks. They have been able to uphold this commitment through the purchase of new textbooks the first year of state adoption for each subject area. The district is also committed to providing every student a text for each subject area. At the time of the performance review, teachers and school staff indicated they had the textbooks and supplementary materials needed to perform their duties effectively. Often school districts are financially unable to provide the most current textbooks and must rely on texts previously adopted for several years after new state adoptions occur. This was identified as a problem in two Florida school districts which MGT reviewed in 1996-97.

#### **COMMENDATION**

**The Clay County School District is commended for immediately providing current textbooks and supplementary materials for all students.**

#### **FINDING**

Media centers at all levels have automated check-out systems. In addition, all schools are electronically linked. Many school districts have begun this process, however, few have all schools automated and electronically linked. The districtwide professional and resource library provides teacher support and a 24-hour, seven days a week, phone in request system.

#### **COMMENDATION**

**The Clay County School District is commended for providing resources and support to schools enabling the media system to be fully automated.**

### **5.6.2 Printing Center**

#### **CURRENT SITUATION**

The Clay County School District operates a central printing service. This service is provided to the school system on a cost for materials only basis. The salaries and benefit packages of the six print shop employees are not included in the print costs to other district users.

The Print Shop employees consist of:

- one lead press operator
- one press operator/delivery position
- four press operators

The unit operates with two shifts. The hours of the first shift are 5:30 am to 12:30 pm, and the second operates shift from 12:00 noon to 7:30 pm. These two shifts allow maximum use of the print equipment.

The Clay County School District has recently purchased a Xerox Docutech Digital Computerized Copier for \$185,000. The cost included installation and training. The machine produces 135 copies per minute.

#### **FINDING**

Schools and other users are allowed to use outside sources for printing if they desire. However, they almost never do because no one in private business can match the price or quality. The district printing services guide, *ABC's of Print Center Services*, states that most jobs are completed within two or three days; however, the document recommends the client allow at least a week.

The Print Shop has two ordering/billing systems. MIS orders are computer charged from budgets immediately. Non-MIS orders require the school to send a request form to the Print Center for pricing. The Print Shop notifies the school of the cost and the school is charged. The center operates through the general fund with an object number. The system is a revolving operation maintaining only materials required for services provided.

In the past, the district has had difficulty in accommodating the demand for print services. Since the purchase of the new machine, they are meeting the demand for services.

Print Shop jobs include items such as curriculum guides, flyers advertising district programs, football programs, beauty/scholarship pageant programs, stationary, envelopes, manuals, and a variety of other items.

## **RECOMMENDATION**

### **Recommendation 5-12:**

**Operate the Print Center as an Internal Services Fund, that provides services to schools and departments on a full cost-reimbursement basis, and move the center under the Division of Business Services.**

Prices must be calculated to cover the full cost of operations and include the replacement cost of supplies and materials, payroll costs, and operating expenses (including allocations for facilities use and utilities). Cost should also include capital cost recovery in future years through depreciation based on estimated useful life of equipment, maintenance cost, and debt service (if any.)

As a comparison, Jefferson County School District, the largest school district in Colorado, operates 11 internal service funds. The Jefferson County School District found that creating internal service funds (where appropriate) creates significant incentives to conserve resources since services are no longer free to internal customers. The cost savings through request reductions, estimated at 45 percent, was considerable.

Schools and departments using the Print Shop in the Clay County School District undervalue services of the center. A more realistic pricing of services would encourage internal customers to become more conservative in their printing requests.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                                    |
|---|------------------------------------|
| 1. The Assistant Superintendent for Instruction and the Assistant Superintendent of Business Services should analyze the full cost of providing print services in the district, including labor and benefits. | July 1998                          |
| 2. The assistant superintendents should develop the new pricing list.   | August 1998                        |
| 3. The Assistant Superintendent for Business Services should conduct a cost analysis of potential savings and present the proposal to the Superintendent for approval.  | August 1998                        |
| 4. The Assistant Superintendent for Business Services should advertise the new price list to school and district personnel.   | September 1998                     |
| 5. The Assistant Superintendent for Business Services should routinely perform financial and operational analyses to update the fee schedule as necessary.  | Quarterly                          |
| 6. The Print Shop should be moved to the Division of Business Services.   | Prior to the 1999-2000 school year |

**FISCAL IMPACT**

The fiscal impact is conservatively based on a projected 25 percent reduction of the number of print requests/copies rather than the 45 percent reduction achieved by the Jefferson (Colorado) County School District. During the past year (1996-97), the Print Shop collected approximately \$170,000 from school and district users. The chart below shows a 25 percent estimated savings.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Operate the Print Shop as an Internal Services Fund	\$42,000	\$42,000	\$42,000	\$42,000	\$42,000



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## **6.0 PERSONNEL MANAGEMENT**

The Division of Human Resources of Clay County School District is responsible for hiring, employing, and retaining approximately 2,500 employees. In this chapter, personnel policies, procedures, and practices will be reviewed and analyzed. The chapter is divided into the following six sections:

- 6.1 Personnel Organization and Management
- 6.2 Recruitment and Employment of Personnel
- 6.3 Salary Schedules and Employee Benefits
- 6.4 Job Descriptions
- 6.5 Personnel Records
- 6.6 Staff Development

### **6.1 Personnel Organization and Management**

#### **CURRENT SITUATION**

In planning, implementing, and maintaining a sound system of human resources management that complies with state laws, the Division of Human Resources has as its mission, a commitment to employ:

*...a well-qualified work force, supported by competent, responsive professionals who are dedicated to the realization of the full potential of all employees.*

This commitment to the school district is carried out by a human resources staff of 18 and an assistant superintendent who heads the division. Major division functions include:

- posting vacancy listings;
- processing and maintaining job applications;
- conducting recruitment and initial screening interviews;
- maintaining a pool of instructional and support personnel;
- processing new employees;
- monitoring licenses for certified positions;
- maintaining a substitute employee pool;
- processing disability documentation;
- handling employee discipline and grievances;

- maintaining job descriptions and personnel files;
- interacting with the public and district employees concerning human resource inquiries; and
- adhering to Board policies and procedures established for human resource management.

The division is comprised of two departments - Instructional and Support Personnel. These two departments are responsible for personnel matters related directly to instructional personnel (teachers and administrators) and to support personnel (clerical, food services, transportation, custodians, maintenance workers), respectively.

Leading the Human Resources Instructional Department is a director supported by a supervisor, two SPRINT teachers, five personnel assistants, and a clerical support assistant. The Department of Support Personnel includes a director, two personnel assistants, and a clerical support assistant.

In addition to this staff, there is an administrative secretary to the assistant superintendent, a grants development/community relations specialist, and another administrative secretary.<sup>1</sup> Exhibit 6-1 provides the current organizational structure of the division.

Responsibilities that each department assumes are shown in Exhibit 6-2. In addition to overseeing and giving direction to the division, included in this exhibit are responsibilities which the assistant superintendent is directly involved in providing.

Board policy and state laws guide the division and its staff in the delivery of services to the district.

## **FINDING**

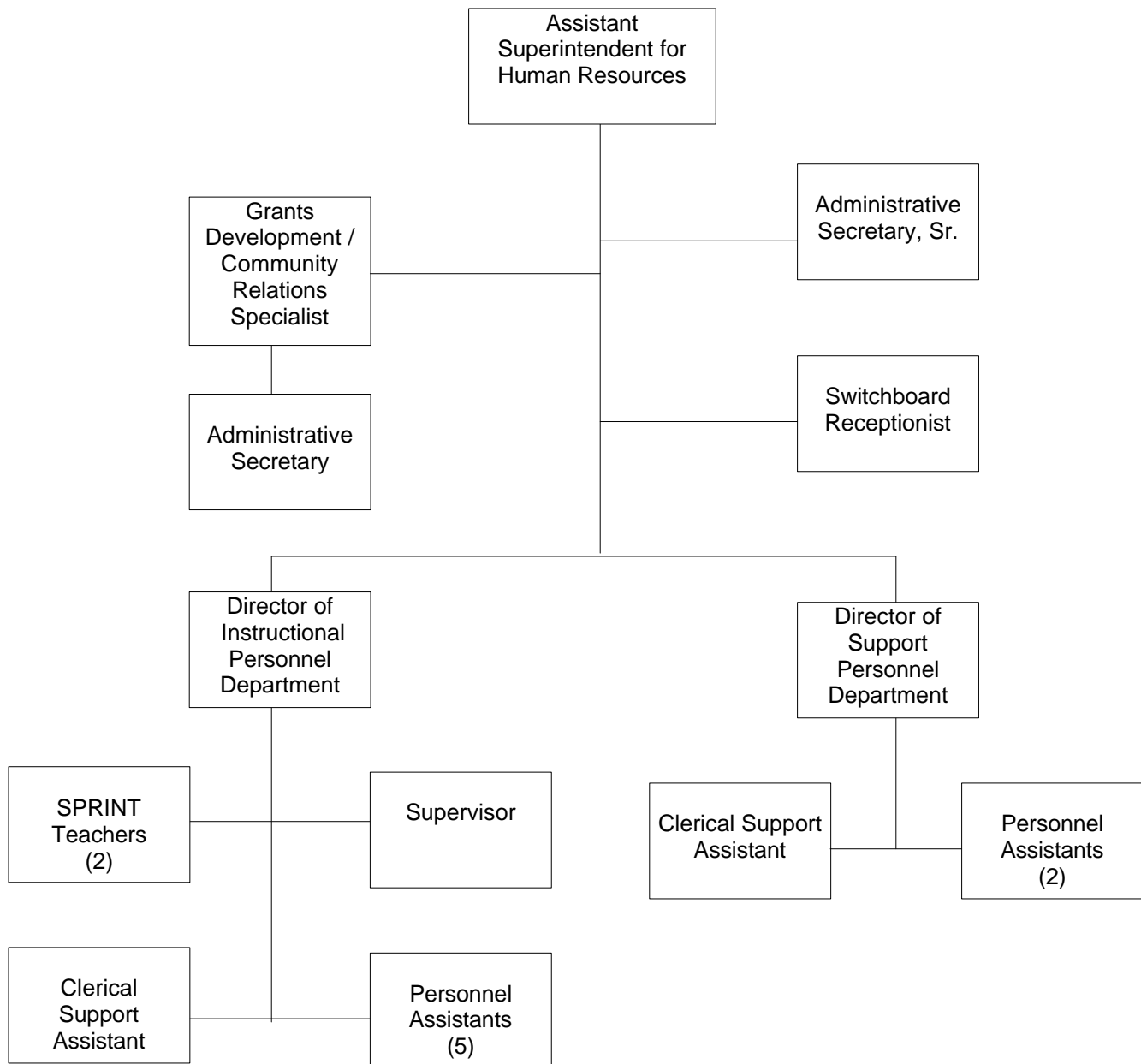
Assigned to the Instructional Department are two SPRINT (Supervisor of Pre-Intern Teachers) teachers who provide assistance to teachers just entering the profession and who are having difficulties in the classroom. The SPRINT teachers also provide services to other teachers experiencing difficulties.

The two SPRINT teachers spend half of their time in the district working with teachers and the other half teaching at the University of North Florida. The salaries of both teachers are split between the Clay County School District and the University of North Florida.

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<sup>1</sup> The Grants Development/Community Relations Specialist and her administrative assistant only recently joined the department from the Department of Community and Government Relations. MGT makes recommendations concerning this position in Chapters 5 and 7.

**EXHIBIT 6-1  
CLAY COUNTY SCHOOL DISTRICT  
DIVISION OF HUMAN RESOURCES  
CURRENT ORGANIZATIONAL STRUCTURE  
1997-98**



Source: Clay County School District, Division of Human Resources, Fall 1997.

**EXHIBIT 6-2  
CLAY COUNTY SCHOOL DISTRICT  
DIVISION OF HUMAN RESOURCES RESPONSIBILITIES  
1997-98**

<b>OFFICE OF ASSISTANT SUPERINTENDENT</b>	<b>INSTRUCTION DEPARTMENT</b>	<b>SUPPORT PERSONNEL DEPARTMENT</b>
Oversight	Employment of Instructional Staff- preemployment, Board agendas, documentation, automated system maintenance	Employment of Non- Instructional Staff
Direction		Contracts
Employee grievances	Contracts	Salary schedule development and implementation
Employee discipline	Salary schedule development and implementation	Recruitment, applicant processing, pool maintenance
ADA, EEOC, and 504 Issues <sup>(1)</sup>	Recruitment, applicant processing, pool maintenance	Substitutes for support employees
Labor Relations- bargaining, contract implementation	Substitute Teachers	Placement of RIF and support employees
Grant development <sup>(2)</sup>	Teacher and RIF Placement	Unemployment
Education Foundation <sup>(2)</sup>	DOE Database Maintenance	HR Contact for Workers' Compensation
Public Relations <sup>(2)</sup>	Certification/Recertification	Retirement
	HRMD, FPMS, CAS, CET, POP Programs <sup>(3)</sup>	School-related employee of the year
	Teacher Evaluations	
	SPRINT (Supervisor of Pre-Intern Teachers) Teachers	
	Adult and Community Education Teachers	
	Intern and Pre-Intern Programs	
	Teacher of the Year	

SOURCE: Clay County School District, Division of Human Resources, 1997-98.

<sup>(1)</sup>ADA (Americans with Disabilities Act), EEOC (Equal Employment Opportunities Commission), and 504 issues as they relate to employees.

<sup>(2)</sup>The Grant Development/Community Relations Specialist is responsible for these functions. MGT makes recommendations concerning this position in Chapters 4 and 7.

<sup>(3)</sup>HRMD (Human Resource Management Development Plan), FPMS (Florida Performance Measurement), CAS (Clay Assessment System), CET (Clinical Education Training) and POP (Professional Orientation Program).

## **RECOMMENDATION**

### **Recommendation 6-1:**

**Reassign the two SPRINT teachers to the Department of Professional Development in the Division of Instruction.**

Since the two SPRINT teachers' work is aligned with instruction and the professional development of teachers, the district would be better served having them housed in the Department of Professional Development under the Division of Instruction where resources would be more readily available to meet their needs.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent of the Human Resources Division should request that the Superintendent reassign the two SPRINT teachers to the Department of Professional Development. May 1998
2. Once approval has been given by the Superintendent, the Human Resources Division should make necessary arrangements to have the teachers reassigned. June 1998

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

A dedicated, committed, and determined staff is essential to accomplish all of the functions that the Division of Human Resources is assigned. A general team camaraderie exists within the Human Resources Division in the Clay County School District. Division staff support each other as necessary to complete their duties and responsibilities.

A more detailed examination of the responsibilities undertaken by the seven personnel assistants was conducted. Personnel assistants were asked to define their specific duties and the hours expended weekly to complete tasks. MGT's research found that there are functions that are seasonal, others that could be eliminated electronically, and others with processes that are more involved and time consuming than necessary. For instance:

- Employment history of each district employee: While the information is now captured electronically, staff are still recording these data onto Employee History cards which have been in use many years in the district. The rationale provided to MGT is that these cards serve as a hard copy backup. However, if the district is maintaining electronic backup files, this should not be necessary.

- Workloads of support staff: As in many school districts, workloads of Human Resources support staff can be seasonal (reappointments, issuance of contracts, hiring new staff for the next school year). This fact made it difficult for some of the division's personnel assistants to calculate the hours per week they devoted to particular tasks. Often times, responses included the statement that it would depend upon the time of year.
- The application process: As will be discussed later in more detail, the application process is time consuming and involves many different procedures, some of which can be consolidated.

A comparison was made of the number of staff in the Clay County School District Human Resources Division with human resources divisions or departments in eight other school districts (Alachua, Bay, Lake, Lee, Osceola, and St. Johns Counties in Florida and two districts in Texas in which MGT has conducted studies---Grand Prairie ISD and United ISD).<sup>\*</sup> The districts examined include the five districts chosen by the Clay County School District as comparison districts and three other districts where MGT has conducted audits in 1995 and 1996. Exhibit 6-3 displays these school districts, the number of students and employees in each district, and the number of staff in the district's human resources/ personnel division or department.

Upon examination, we found that Clay County Human Resources Division has between 50 percent to 87 percent more staff members and 27 percent to 41 percent less employees to serve than Bay County and Lake County which have similar student enrollments (Bay 26,844, Clay - 26,580 and Lake - 26,724). Furthermore, while the Lee County School District has double the number of students and employees, the Lee County Human Resources Department has only four more staff than Clay County to provide the same services. Examining the districts from another perspective, the ratio of employees to each human resources staff member, the other districts are each serving more employees per human resources staff than Clay at 165:1. Lake County with a staff of eight human resource employees has the largest ratio of employees to staff members (310:1) and St. Johns County has next to Clay in the least number of employees to staff members (183:1). The two Texas districts have around 50 percent more employees per staff member than Clay County.

Also, comparing number of administrative positions (assistant superintendent, executive director, director, assistant director, manager, coordinator, or supervisor) in the three districts of comparable size (Bay, Clay, and Lake County School Districts), Clay has the most with an assistant superintendent, two directors and a supervisor. Bay and Lake both have one administrative position each. Alachua County has the most administrators, but their district is larger and an assistant superintendent oversees not only personnel but staff development as well. If a division or department housed staff development, the number of staff providing staff development services were not included in the exhibit; only the top administrator was included as in the case of Alachua County. Osceola County also has four administrators but only one of them is a director and the other three are supervisors.

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<sup>\*</sup> The referenced school districts are the five school districts chosen for comparison to Clay County and school districts where MGT has conducted similar reviews.

**EXHIBIT 6-3**  
**HUMAN RESOURCES/PERSONNEL STAFF MEMBERS IN THE**  
**CLAY COUNTY SCHOOL DISTRICT AND OTHER SCHOOL DISTRICTS**

POSITION	ALACHUA COUNTY	BAY COUNTY	CLAY COUNTY (1)	LAKE COUNTY	LEE COUNTY	OSCEOLA COUNTY	ST. JOHNS COUNTY	GRAND PRAIRIE ISD (TX)	UNITED ISD (TX)
	1997-98	1997-98	1997-98	1997-98	1996-97	1997-98	1997-98	1995-96	1995-96
Assistant Superintendent	1	0	1	0	0	0	0	1	0
Executive Director	0	0	0	0	0	0	1	0	0
Director	1	1	2	0	1	1	1	1	1
Assistant Director	0	0	0	0	0	0	0	0	1
Manager	0	0	0	1	0	0	0	0	0
Coordinator	1	0	0	0	1	0	0	1	0
Supervisor	2	0	1	0	0	3	0	0	0
Personnel Assistant/Specialist	0	1	7	7	10	2	4	1	0
Clerical (secretaries, clerks, receptionist, and switchboard operators)	12	8	4	0	7	11	5	4	9
<b>Total Positions</b>	17	10	15	8	19	17	11	8	11
<b>Total Employees</b>	4,100	3,500	2,471	3,138	5,889	3,700	2,013	1,951	2,812
<b>Ratio of Employees to Each HR Staff Member</b>	241.18	350.00	164.73	392.25	309.95	217.65	183.00	243.88	255.64
<b>Total Students</b>	30,834	26,844	26,580	26,724	52,306	28,771	19,527	17,571	17,000

Source: 1997-98 data supplied by Alachua, Bay, Clay, Lake, Osceola, and St. Johns County Florida Public Schools and 1995-96 and 1996-97 MGT Audit Reports of Lee County Public Schools (Florida), and United and Grand Prairie, Texas Independent School Districts.

(1) The two SPRINT teachers and the Grants Development/Community Relations Specialist and administrative secretary assigned to this specialist are not included in the totals shown for the Clay County School District.

## **COMMENDATION**

The Division of Human Resources is commended for its dedication and commitment in providing personnel services to almost 2,500 Clay County School District employees and the team spirit evident in delivering these services.

## **RECOMMENDATIONS**

### **Recommendation 6-2:**

#### **Eliminate the position of Supervisor in the Division of Human Resources.**

As previously shown (Exhibit 6-3), the number of administrators assigned to the Human Resources Division are in excess of positions in districts of similar size; those with similar number of administrative positions (Alachua and Osceola) are larger districts with more employees yet fewer high ranking administrators than Clay. For the school district of 2,500 employees, an assistant superintendent and two directors should be able to provide comprehensive services to district employees.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Assistant Superintendent of the Human Resources Division should recommend to the Superintendent that the position of supervisor be eliminated beginning in the 1998-99 school year.                | May 1998  |
| 2. Once approved by the Board, the assistant superintendent should make plans for the 1998-99 school year to redistribute the responsibilities of the supervisor to other administrators in the division. | June 1998 |

## **FISCAL IMPACT**

Eliminating the supervisor position will result in a cost savings of \$78,132 per year. This saving is based on the salary of the present supervisor (\$62,306) plus 25.4 percent in benefits (\$15,826).

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Eliminate Position of Supervisor	\$78,132	\$78,132	\$78,132	\$78,132	\$78,132

**Note:** The implementation of Recommendation 6-2 and Recommendation 6-3 which follows will require the district to make a difficult decision with regard to the size of the Division of Human Resources. However, if implemented, both recommendations will significantly improve the cost effectiveness of the Division's operation.



**Recommendation 6-3:****Eliminate two personnel assistant positions.**

As previously indicated in the finding, the number of human resources staff is 50 percent more than two other districts of comparable size (Bay County and Lake County); districts who have more employees than Clay. With the elimination of the personnel assistants, duties that should be redistributed are those of the personnel assistant whose responsibility is to hire and maintain a list of substitutes. Since this responsibility is seasonal, this duty and others duties should be redistributed to other personnel assistants. To compensate for peak seasonal work loads, temporary help could be employed. A reduction of these three human resource employees (two personnel assistants and the supervisor) changes the employee to human resources staff ratio to 206 to one which is still smaller than all other comparison districts except for St. Johns County School District.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Assistant Superintendent of the Human Resources Division should recommend to the Superintendent that two personnel assistant positions be eliminated beginning in the 1998-99 school year.             | May 1998  |
| 2. Once approved by the Board, the assistant superintendent should make plans for the 1998-99 school year to redistribute the responsibilities of the two personnel assistants to other personnel assistants. | June 1998 |
| 3. If necessary, the assistant superintendent should establish a plan to hire temporary help during periods of heavy workloads.   | June 1998 |

**FISCAL IMPACT**

Eliminating two personnel assistant positions will result in cost savings to the district of \$67,604 per year. This saving is based on the average salary of the seven personnel assistants in the division (\$26,957 plus 25.4 percent in benefits of \$6,847).

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Eliminate Two Personnel Assistants	\$67,604	\$67,604	\$67,604	\$67,604	\$67,604

**FINDING**

While Board policy and state laws guide the Human Resources Division in the recruitment and hiring of personnel and the delivery of services to district employees,

there is no formal comprehensive administrative procedure manual to support and carry out personnel policies in the Clay County School District. From all the well designed, structured, and comprehensive manuals that are available in the division (Employee Handbook, Job Descriptions, HRMD, Salary Schedule), this finding was surprising. While procedures that guide the processes undertaken by the division are known, followed, and in many cases written, they are not compiled into a manual for use by staff and available to new staff joining the division.

## **RECOMMENDATION**

### **Recommendation 6-4:**

**Develop a comprehensive, up-to-date Clay County School District Human Resources procedural manual that specifies administrative procedures for implementing personnel policies.**

The manual should include the Division of Human Resources mission statement, a list of policies guiding personnel decisions, and the processes required to carry out the functions of the department. Presentation should be made in a clear and concise manner that is structured for easy reading and guidance. Forms necessary to process and extend services to employees should be included and the manual updated each time a personnel policy or process is added, revised, or deleted.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent of Human Resources should appoint a committee of four (the two department directors and a personnel assistant from each department) to undertake the production of an administrative procedural manual.          | May 1998  |
| 2. The committee should have each staff member in each department write the procedures related to their areas of responsibility. The committee should compile those procedures and determine other necessary materials to include in the manual. | June 1998 |
| 3. The committee should review the contents of the manual with the assistant superintendent for input and editorial comments.  | July 1998 |
| 4. Once the decision has been reached and approved by the assistant superintendent, the committee should prepare the manual for distribution to each staff member in the division.   | July 1998 |

## **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

## **FINDING**

A comprehensive Employee Handbook is distributed to all employees in the Clay County School District each year. The information included in the handbook addresses many personnel issues of importance to employees such as:

- division structure and staff names;
- names of school board members;
- a message from the Superintendent;
- an employee payroll calendar;
- experience for placement on salary schedule;
- leave and resignations;
- fingerprint clearance;
- drug and alcohol screening;
- teacher certification and inservice; and
- family medical leave and retirement issues.

## **COMMENDATION**

**The Division of Human Resources is commended for the comprehensive Employee Handbook that is distributed to employees each year.**

### **6.2 Recruitment and Employment of Personnel**

#### **CURRENT SITUATION**

The Division of Human Resources is responsible for ensuring that all positions in the Clay County School District are filled. The division advertises and posts district vacancies; accepts, rates, and processes applications; provides initial screening interviews; plans recruitment efforts; acts upon recommendations for employment; and processes new hires.

As of Fall 1996, according to the Florida Department of Education, there were 2,471 employees in the district. Exhibit 6-4 shows the number of employees by administrator, instructional, and support staff category in Fall 1996. Subsequent to the on-site visit, the district provided additional data to show that in Fall 1997, the Clay County School District had 2,906 employees in the following categories:

- Administrators - 122
  - Principals - 28

- Assistant/Vice Principals - 50
- Others - 44
- Instructional Employees - 1,626
- Support Employees (includes cafeteria managers) - 1,158

**EXHIBIT 6-4  
CLAY COUNTY SCHOOL DISTRICT  
EMPLOYEES  
FALL 1996**

<b>ADMINISTRATORS</b>	
Administrators (Assistant Superintendents, Directors, Coordinators, and Supervisors)	38
Principals	26
Assistant Principals	44
<b>SUBTOTAL</b>	108
<b>INSTRUCTIONAL STAFF</b>	
Elementary Teachers	582
Secondary Teachers	494
Exceptional Education Teachers	231
Other Teachers	10
Guidance Counselors	47
School Social Workers	3
Librarians/Audiovisual Workers	26
Other non-administrative professional instructional staff	29
<b>SUB TOTAL</b>	1,422
<b>SUPPORT STAFF</b>	
Aides	129
Technicians	29
Clerical	184
Service Workers	502
Skilled Crafts Workers	47
Unskilled Laborer	10
Other non-administrative professional support staff	40
<b>SUBTOTAL</b>	941
<b>GRAND TOTAL</b>	2,471

SOURCE: State of Florida, Department of Education, Fall 1996.

**FINDING**

According to division staff, 192 teachers were hired for the 1997-98 school year. Of this number, 112 were replacement hires for 16 teachers who retired, 20 teachers on long-time leave, and 76 teachers who resigned. With a reported teaching staff of 1,490 in the 1996-97 school year, this is a teacher turnover rate of 7.5 percent. Filling the 192 teaching positions required concentrated recruitment efforts; recruitment is conducted by the Director of the Instructional Personnel Department.

Efforts to recruit teachers in the critical areas of special education, math, science and foreign languages, and for the recruitment of minorities, include visits to such state universities as University of North Florida, University of Florida, Florida State University, University of Central Florida, Florida A & M University, and Bethune Cookman. A principal from one of the schools usually accompanies the director. Very few visits to universities outside of Florida are conducted because of budget restraints.

Money allocated by the division for recruitment efforts totals approximately \$4,230 annually of which \$1,700 is spent for recruiting materials and advertisements; thus, not much is left for travel especially to out-of-state institutions. The division at one point considered national advertising for minority recruitment, but after consultation with the Florida Department of Education, decided against it.

The recruitment of minorities has been especially difficult. Exhibit 6-5 provides an overview of the number of minority students in the district and the number of minority administrative, instructional, and support employees for Fall 1996. As can be seen in Exhibit 6-5, 14 percent of the student body are minority students. Only 6.6 percent of total employees are minorities and, of those, only a fraction over three percent are minority instructional staff who are the employees who come in daily contact with students.

**EXHIBIT 6-5  
CLAY COUNTY SCHOOL DISTRICT  
TOTAL EMPLOYEES AND STUDENTS BY ETHNICITY  
FALL 1996**

CATEGORY	WHITE		AFRICAN AMERICAN		HISPANIC AMERICAN		ASIAN AMERICAN		AMERICAN INDIAN		TOTAL MINORITY		GRAND TOTAL
	#	%	#	%	#	%	#	%	#	%	#	%	
<b>Employees:</b>													
Administrative	104	96.3%	2	1.9%	0	0.0%	1	0.9%	1	0.9%	4	3.7%	108
Instructional	1,374	96.6%	40	2.8%	6	0.4%	2	0.1%	0	0.0%	48	3.4%	1,422
Support	831	88.3%	91	9.7%	8	0.9%	7	0.7%	4	0.4%	110	11.7%	941
<b>EMPLOYEES</b>	<b>2,309</b>	<b>93.4%</b>	<b>133</b>	<b>5.4%</b>	<b>14</b>	<b>0.6%</b>	<b>10</b>	<b>0.4%</b>	<b>5</b>	<b>0.2%</b>	<b>162</b>	<b>6.6%</b>	<b>2,471</b>
<b>STUDENTS</b>	<b>22,286</b>	<b>86.0%</b>	<b>2,332</b>	<b>9.0%</b>	<b>777</b>	<b>3.0%</b>	<b>518</b>	<b>2.0%</b>	<b>0</b>	<b>0.0%</b>	<b>3,627</b>	<b>14.0%</b>	<b>25,913</b>

SOURCE: State of Florida, Department of Education: Statistical Brief, Membership in Florida Public Schools, Fall 1996.

For the 1997-98 school year, the percent of White, African American, Hispanic American, Asian American, and American Indian employees and students changed slightly:

	White	African American	Hispanic American	Asian American	American Indian	Total Minority
Employees	93.4%	5.3%	0.6%	0.5%	0.3%	6.7%
Students	85.1%	9.2%	3.2%	2.0%	0.6%	15.0%

The district was not able to provide specific information on administrative, instructional, and support staff categories for the current year.

The district's 1996 strategic plan states that by the year 2001, the racial composition of the school district employees will reflect at least a 50 percent increase in the total number of minority administrators and at least a 35 percent increase in the number of minority teachers compared to 1995-96 data. Activities to bring about these results are provided in the plan.

According to staff in the division, only two to three of the 192 teachers recruited for this school year are minorities and statistics were not available for determining how many of the teachers that left the district were minorities.

During MGT's diagnostic review with community and district personnel, comments were made regarding the lack of minority teachers at some schools and the need to recruit more minorities.

## **RECOMMENDATIONS**

### **Recommendation 6-5:**

**Improve recruitment of minority personnel by developing and implementing a formal minority recruitment plan establishing goals, objectives, and a program of action and activities.**

The district has addressed this issue in its strategic plan with some specific activities to accomplish a more racially balanced staff. However, a formal recruitment plan to recruit minority teachers and administrators should help to establish and direct the efforts of the division and to meet the goals that were set forth in the district's strategic plan for the year 2001. The lack of a minority recruitment plan reinforces perceptions that the Clay County School District is not doing all it could do to reduce the gap between the percentage of minority employees in professional positions and the percentage of minority students.

In developing a recruitment plan, the objectives, goals, and activities set forth in the strategic plan should be incorporated into the recruitment plan, and any other activities that might increase the recruitment of minorities.

### **Recommendation 6-6:**

**Provide the Board and the Superintendent with an annual end-of-year report concerning the specific activities that have taken place for minority recruitment and plans of action for the coming year.**

An end-of-year report of all activities that have taken place to recruit minorities, the results of the efforts made, and an assessment of the activities that took place should be provided to the Board and the Superintendent.

**Recommendation 6-7:**

**Establish a community advisory committee, consisting of representatives from various racial and ethnic communities, and minority representatives from district staff, to evaluate the recruitment efforts of the Clay County School District and to offer input into the recruiting process.**

An advisory committee of minority representatives would provide valuable input into strategies needed to attract minority teachers and administrators.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent of Human Resources along with department directors should develop and establish a formal recruitment plan for the recruitment of minorities.   | May 1998  |
| 2. The Assistant Superintendent should appoint an advisory committee of minority representatives from the minority community and from district staff to provide input into strategies that might help to recruit minorities.             | June 1998 |
| 3. The division should present to the Board at the end of the school year a report on the activities that were conducted for the recruitment and hiring of minorities along with an action plan to be carried out for the upcoming year. | May 1999  |

**FISCAL IMPACT**

MGT recommends that the division's recruitment budget be more than doubled to provide additional dollars for minority recruitment activities. These activities should include planned visits to historically black colleges and universities in Florida and neighboring states.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Increase Human Resources Recruitment Budget	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)

**FINDING**

An important mission of the Division of Human Resources is to select the most highly qualified applicants. Thus, the division has developed a process to establish pools of highly qualified applicants to fill vacancies that occur.

The process begins with the filing of an application which is entered electronically into the system. An applicant must provide a completed application, two references, and

official transcripts. The application is not processed unless all of these documents are received by the division. For instructional staff, a screening interview is held with the Director of the Instructional Department within the division.

As soon as all requirements for submitting an application are met, the application, references, and transcripts are scored according to scoring procedures developed by the division. If a screening interview is held, it is also scored. An applicant must make a total of 240 points or above (253 is a top score) to qualify for placement in the hiring pool of teachers. For support (classified) personnel, the top score is 100 and 15 percent of applicants with the top scores are placed in the pool. A letter is sent to each applicant with the number of points scored.

Once in the instructional hiring pool, a principal can retrieve the names electronically and choose those applicants to interview. Once a selection is made by the principal, a personnel action form is returned to the division and the personnel assistants prepare for the preemployment orientation. Classified personnel, once they receive a letter that they qualify for employment, are instructed to call the school or department where they want to be employed and request an interview.

The processes and paperwork necessary to hire highly qualified staff are time consuming. A lot of paperwork is circulated unnecessarily throughout the division and in fact during interviews with staff, a comment was made that the many staff members handling applications has made it difficult to keep track of where they are at any one time. Several principals noted, however, that they appreciate these efforts as it makes their process of choosing teachers easier.

The scoring system currently used is under review and being revised. The system was developed to achieve high quality candidates, but the division has realized that this system may be outdated. A modification being considered is more emphasis on certification and references without specific points being awarded, but consideration given to whether the applicant meets the requirements to teach and is recommended for hire. Screening interviews for teaching positions will still be held.

The absence of references and transcripts causes delays in processing an applicant, especially for support personnel. Supplying two references is troublesome for some classified personnel applicants who have not worked at another job other than their most recent for many years. When seeking a reference from an earlier employer, they often find the company is no longer in business, has moved, or is under new ownership or name. Basically, they cannot secure a reference. Since it is a policy of the district that the applicant is required to produce two references, every effort on the applicant's part must be made to prove that he or she has worked at that company which often causes delays in processing the applicant's application and thus being hired. This reference requirement often causes frustration for applicants.

## **RECOMMENDATION**

### **Recommendation 6-8:**

**Streamline the application process.**



The entire application process should be reviewed and streamlined. Reducing paperwork and delays in processing an applicant and reviewing, updating, and revising the scoring system to rate applicants should be continued and completed prior to Summer 1998. The new TERMS System (The Educational Resources Management System) should be used to program as many functions as possible so that they do not have to be done by hand.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent of Human Resources and department directors should review carefully the application process and develop a more streamlined system that will reduce paperwork and delays in processing applications. June 1998
2. Once necessary revisions are completed, the Assistant Superintendent should present the new procedures to the Superintendent for approval. August 1998

#### **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

#### **FINDING**

In order to substitute teach in the Clay County School District, an application must be filed with the Human Resources Division. Two references must be submitted and an original valid Florida Educator's Certificate (substitute, temporary, or professional) or a Clay County Substitute Teacher credential and an official transcript or a notarized copy of a high school diploma are required. Substitutes are also required to be fingerprinted and may not be hired as a substitute until their fingerprints clear. Once cleared, however, and when all paperwork is received and processed, the applicant is notified by telephone and schools are notified of the substitute's availability by electronic mail. Schools then contact the substitute as needed.

A principal or appointed staff member for each school serves as the contact person for hiring substitutes for teachers on leave. The school can retrieve electronically the names of substitutes that have signed up to substitute in their school; schools receive updates regularly. If, for some reason, the school cannot find a substitute teacher, they can call the Human Resources Division to help locate one.

Exhibit 6-6 shows the pay rate and educational requirements for substitutes. Substitutes that possess a bachelor's degree or higher in the area being taught are to be called on a first priority basis as explained in the Handbook for Substitute Teachers. Those who possess a bachelor's degree or higher, but not in the area being taught, are called as a second priority. If a substitute possesses less than a bachelor's degree but six semester hours of course work, the substitute can be called on a third priority basis. A substitute who does not possess a bachelor's degree and does not have six

**EXHIBIT 6-6  
TYPE, EDUCATIONAL REQUIREMENTS, AND RATE OF PAY  
FOR SUBSTITUTE TEACHERS LISTED IN PRIORITY ORDER AS SET BY  
THE CLAY COUNTY SCHOOL DISTRICT**

<b>TYPE OF SUBSTITUTE</b>	<b>EDUCATIONAL REQUIREMENTS</b>	<b>RATE OF PAY</b>	<b>PRIORITY ORDER</b>
Regular Substitute	Master's degree An original transcript required	\$9.39 per hour	1
	Bachelor's degree An original transcript required	\$8.78 per hour	2
	Seeking a degree Transcript to verify that at least six semester hours per year have been taken	\$6.39 per hour	3
Emergency Substitute	High School diploma or AA degree	\$6.39 per hour	4

Source: Clay County School District, Division of Human Resources, 1998.

semester hours of course work would be the last to be contacted and are classified as emergency substitutes. The district has over 260 regular substitutes and more than 100 emergency substitutes.

Substitutes hired for an extended period of time (11 to 60 working days), according to Board policy, are those personnel whose employment is contracted on a day-to-day basis in the same position for an extended period of time. Long-term substitutes may be employed at the direction of the Superintendent, are not entitled to fringe benefits, are required to hold a bachelor's degree, and must satisfy all other requirements for substitute teachers.

According to division staff, schools are not calling substitutes according to the established priority system as required. Instead, emergency substitutes are being brought in more frequently. Principals may be calling emergency substitutes because they have used the substitute before and know the substitute's capabilities. However, this reason cannot be verified as no data are collected by the division to determine how many substitutes are emergency substitutes. Concern was expressed by staff, however, that in many cases, emergency substitutes are being called before regular substitutes.

Each substitute receives a handbook with information necessary to carry out the responsibilities of substitute teaching. Until three years ago, there were no orientation session or training program for substitute teachers. Now one is held every year in August for four hours. Attendance at these meetings is not mandatory. In August 1997, 70 substitutes attended the meeting; the major focus was on discipline and classroom control.

## **RECOMMENDATIONS**

### **Recommendation 6-9:**

**Develop a district policy to enforce the current priority system that regular substitutes are to be hired before emergency substitutes are hired.**

In keeping with the mission of the Human Resources Division of hiring highly qualified staff to teach district students, a policy that substitutes hold a degree or are working towards a degree should receive higher priority is in keeping with the prioritization as reflected in Exhibit 6-6. Only when a regular substitute cannot be found, should emergency substitutes be used.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent of the Division of Human Resources should draft a policy that requires schools to hire regular substitutes before hiring emergency ones and present it to the Superintendent and Board for approval. | May 1998  |
| 2. Once the Board approves the policy, the Substitute Handbook should be updated to reflect the new policy.  | July 1998 |

## **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

### **Recommendation 6-10:**

**Require new substitutes attend a two-hour training session and an orientation meeting at the beginning of each school year.**

In keeping with the division's mission to hire the most qualified staff, each substitute teacher should be required to attend a training session before their first year as a substitute. All other substitutes should be required to attend an orientation session at the beginning of each school year until more than three years experience has been gained. The half-day session could be scheduled so that those who are brand new to substitute teaching would receive two to three hours of training. Every substitute registered with the district with less than three years substitute experience should be required to attend an orientation session. This session should include new policies in the district, reminders, and topics of interest and importance to substitutes.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |          |
|--|----------|
| 1. The Assistant Superintendent of the Division of Human Resources should draft a policy requiring substitutes new to the district to attend a training session and other substitutes, with less than three years experience, to attend an orientation session at the beginning of each school year. | May 1998 |
|--|----------|

2. Once the Board approves the policy, the district policy manual and Substitute Handbook should be updated to reflect the new policy.

July 1998

### **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

## **6.3 Salary Schedules and Employee Benefits**

### **CURRENT SITUATION**

The Clay County School District's salary schedule and fringe benefit options are part of the annual contract agreement with the Clay County Education Association and the Clay Educational Support Personnel Association. Workers' compensation, comprehensive medical insurance, basic group life are paid by the district.

An annual salary schedule is prepared each year and includes salary schedules applicable to instructional and support personnel pursuant to the negotiated agreements with the unions in effect for the fiscal year. Salary schedules for administrative, supervisory, and non-represented personnel are included in the publication.

The current salary schedule for regular teachers (196 days) with a bachelor's degree includes 30 steps beginning at \$24,500 and increases from \$245 to \$1,698 per step up to \$42,024 for a teacher with 30 years experience. A teacher with a master's or a doctorate degree reflected on official transcripts receives an additional \$1,700 and \$2,700 respectively.

An administrator salary schedule has 15 steps and positions are placed on pay grades according to position title. For instance, the lowest pay grade for an administrative/management and supervisory personnel position is a Coordinator IV who would earn a starting salary of \$30,473. The highest pay grade is for a deputy superintendent at step 12 who would earn \$77,815.

Support personnel pay depends on the band/grade of the position held and experience. An employee on the lowest paid band (child care aide in pre-kindergarten) could earn anywhere from a beginning salary of \$7.01 an hour to \$9.81 an hour for 12 years of experience. A programmer/analyst on the highest band/grade could earn anywhere from \$16.48 for no years of experience to \$25.18 with 12 years of experience.

None of the salaries quoted above include any supplementary pay that an administrator or a teacher might receive for additional duties such as a sponsor or coach, or incentive pay that a support employee might receive for such certification as an associate degree.

## FINDING

An average teacher's salary for all degrees in the Clay County School District during the current school year is approximately \$31,000. Exhibit 6-7 shows the average teacher salaries for teachers with Bachelor's, Master's, Specialist, and Doctorate degrees for the past two years.

### EXHIBIT 6-7 AVERAGE TEACHER SALARIES (ALL DEGREES) FOR SCHOOL YEARS 1996-97 AND 1997-98 IN THE CLAY COUNTY SCHOOL DISTRICT

DEGREE	1996-97	1997-98
Bachelor's	\$28,415	\$28,953
Master's	\$33,106	\$35,095
Specialist	\$27,723	\$32,417
Doctorate	\$29,714	\$34,087
All Degrees	\$29,992	\$30,988

Source: Clay County School District, Division of Human Resources, 1998.

Employees throughout the school district received an average seven percent salary increase this school year. This salary increase brought salaries more consistent with other school systems.

## COMMENDATION

**The Clay County School District is commended for increasing employee salaries by seven percent for the 1997-98 school year.**

## 6.4 Job Descriptions

### CURRENT SITUATION

The Division of Human Resources is responsible for maintaining the Clay County School District job descriptions. The written descriptions are contained in a binder called Job Description Manual. A written job description is provided for each different position within the district.

The manual is divided into three sections: administration - central and school staff positions instructional staff positions, and support (classified) positions. Each job description includes:

- job locator number (a number assigned by the Human Resources Division for each position in the district);

- title of the position;
- position grade (administrative, teacher, support personnel salary schedule);
- evaluator;
- one or more sentences to briefly describe the position and to whom the employee is responsible;
- duties and responsibilities;
- required qualifications;
- desired qualifications; and
- date when last revised.

The manual contains job descriptions for all positions within the district whether or not the position has been allocated for the school year. This inclusion of all job descriptions allows an administrator to file, transfer, or redesignate a position without having to wait for the next Board meeting to have a new job description approved.

## **FINDING**

The manual is indexed according to job locator number and alphabetically by position title. In addition, each page of each section of the manual is numbered consecutively. With these two features, job descriptions can be located quickly and efficiently.

A majority of the job descriptions (especially support staff) in the manual have been updated within the past five years. However, a few job descriptions were found that have not been updated since the early 1980s (such as an Instructional Technology Teacher and Shop Foreman).

## **COMMENDATION**

**The Division of Human Resources is commended for maintaining well organized, indexed, consistent, and complete job descriptions with reporting relationships clearly shown for every position within the district.**

In previous performance reviews of school districts conducted by MGT, we often find incomplete job descriptions. This review is one of the first for which the MGT consultant has been able to find:

- job descriptions for particular positions easily and quickly;
- a job description for every position that the team requested; and

- job descriptions compiled together within a professional looking manual.

Eventually, and as soon as TERMS is fully operational, the district should consider an electronic database and electronic maintenance of all job descriptions so that they can be accessed quickly and updated, and available to schools and departments to access for “read-only” capabilities.

## **RECOMMENDATIONS**

### **Recommendation 6-11:**

**Delete job descriptions for outdated positions that are no longer appropriate.**

Job descriptions should be removed from the manual for positions that existed many years ago and have not been filled in the last ten years.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent of Human Resources should appoint a staff member to review job descriptions of positions dating back to the 1980s that have not been updated and the position has not been allocated for over ten years. May 1998
2. Once reviewed and approved by the Assistant Superintendent, the staff member should remove the outdated job descriptions from the manual and inform all division and department heads that these job descriptions be removed from manuals in their possession. June 1998

## **FISCAL IMPACT**

This recommendation can be accomplished using existing resources.

### **Recommendation 6-12:**

**Develop a division policy and procedure for updating job descriptions every five years.**

While a large majority of the job descriptions reviewed have been updated within the last five years, a written policy and procedure should be established by the Human Resources Division and provided to each division and department on when job descriptions are to be updated.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent and staff of the Division of Human Resources should draft a policy and develop procedural guidelines on when job descriptions should be June 1998

reviewed and updated.

2. Once the Board approves the policy and procedures are developed, they should be provided to each division and department.

Summer 1998

## **FISCAL IMPACT**

This recommendation can be accomplished using existing resources.

## **6.5 Personnel Records**

### **CURRENT SITUATION**

The Division of Human Resources is responsible for maintaining efficient, accurate, and up-to-date employee personnel files and taking the necessary measures to protect the confidentiality of these files. An employee personnel file contains the employee's application for employment, appointment letter, contract, employee history form, references, oath of loyalty, personal data form, and correspondence. Each personnel file contains a confidential folder which the employee's evaluation, drug report, physical exam, and fingerprints. Educational transcripts are filed separately from the employee's personnel files.

### **FINDING**

Personnel records for district employees are stored in a large fire-proof room on metal shelves. The door to the room is locked nightly and only Human Resources staff have access to the room.

A review of a random sample of 20 files revealed that the files were complete and well organized. The confidential folders within the files were in tack and contained the documents that are considered confidential. Evaluations had been conducted on each of the employees and were filed in the confidential folders (except for the 1996-97 evaluations). The most recent evaluations are locked separately in a file until the end of the school year at which time they are moved into the employee's confidential folder.

Persons, other than Human Resources staff, who request permission to review a personnel file must complete a form for each file requested, and the form must be signed by a designated human resources staff member and the reviewer. State rules are established as to who may have access to these files. Clay County was one of the first school districts visited by MGT that adhered closely to protecting the confidentiality of the files by having the reviewer sign a form for each requested employee file. All signed forms are kept on record.



## **COMMENDATION**

**The Division of Human Resources is commended for maintaining updated complete personnel files, and for overseeing the confidentiality of records.**

### **6.6 Staff Development**

#### **CURRENT SITUATION**

The Florida Legislature requires each school district in the state to develop a comprehensive master in-service plan.

The coordination of the districtwide staff development program is the responsibility of the Director of the Department of School Improvement, Professional Development, and Assessment in the Division of Instruction. The director is assisted by a professional development assistant whose main responsibilities lies in the area of staff development. The assistant handles staff development reports from schools, provides names of possible consultants who are available to conduct particular in-service workshops to schools, records in-service points for each teacher, helps plan programs for in-service days, and develops in-service workshops that are held at the Professional Development Center and are offered districtwide to teachers.

#### **FINDING**

Staff development had been a part of the Human Resources Division for many years. In 1993, this function was transferred to the Division of Instruction so that it could be tied directly to school improvement. A Professional Development Advisory Council of representatives from schools, support personnel, central and school administration, community members, and universities meet three to six times a year to discuss ways to provide opportunities for continuing education through quality programs and positive learning experiences.

The district has developed a comprehensive master inservice plan which provides the rationale for staff development and sets forth management processes, needs assessment, design and development, service delivery, evaluation and an appendix of such items as inservice payroll, registration, evaluation forms, timelines, advisory council membership, and other pertinent information.

As part of each school's improvement plan, the school must include a professional development plan which outlines the activities that will take place in the school year and how they will be tied to the school's objectives and goals. The school improvement plan is then approved by the Professional Development Advisory Council. Each school is responsible for planning and budgeting money for professional development; funds that come from FTE allotments to the school for staff development, Chapter I funds, and grants. Each school and department is held accountable for funds that go into staff development. A coordinator for staff development is selected at each school and is the contact person for that school.

In-service points are awarded to teachers who participate in school and districtwide inservice activities. A total of 120 points are required to renew a teacher's certificate every five years. One point is awarded per hour for inservice workshops and a three hour course would garner 60 points.

The Office of Professional Development provides such in-service programs as ESOL training, training for coaches, technology, and other workshops. The Clay County School District discourages absences from the school day for workshops and conferences that are held outside of the district.

When MGT's survey of administrators, principals and teachers was conducted, staff development opportunities provided by the district to improve the skills of teachers and school administrators received high marks. Eighty (80) percent of central office administrators, 83 percent of principals, and 69 percent of teachers rated staff development opportunities as *good* or *excellent*. When this question was asked in other districts where MGT has conducted performance reviews, only 64 percent of administrators and 57 percent of teachers indicated that staff development opportunities provided in their district were *good* to *excellent*.

Although staff development is administered within the Division of Instruction, the needs of non-instructional employees (bus drivers, custodians, clerical) are being met by the district in the staff development program.

#### **COMMENDATION**

**The Clay County School District is commended for its comprehensive *Master Inservice Plan* that links the district's priorities for instructional improvement with the opportunities provided in staff development.**

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## 7.0 COMMUNITY INVOLVEMENT

This chapter discusses the relationship and interactions between Clay County School District and parents, businesses, the media, and the community at large. The use of the district's television channel – Channel 29 – will also be analyzed. The chapter is organized into six sections:

- 7.1 Public Accountability
- 7.2 Public Relations and Communications
- 7.3 School Advisory Councils
- 7.4 Volunteer Involvement
- 7.5 Education Foundation
- 7.6 Business Partnerships

Several questions on MGT's survey of Clay County administrators, principals, and teachers addressed community relations. Over 60 percent of each these staff groups (97 percent of the administrators) *agreed* or *strongly agreed* with the statement "This community really cares about its children's education." However, the survey also revealed that parents are less active in and less knowledgeable about the school system than perhaps they could be. When presented with the statement, "Most parents really don't seem to know what goes on in our schools," 23 percent of administrators, 34 percent of principals, and 53 percent of teachers *agreed* or *strongly agreed*. Similarly, when asked to assess "teachers' work in communicating with parents," 33 percent of administrators, 39 percent of principals, and 22 percent of teachers rated it as *fair* or *poor*. Thirty-one (31) percent of teachers also rated "how well relations are maintained with various groups in the community" as *fair* or *poor*. Overall, 22 percent of administrators, 25 percent of principals, and 38 percent of teachers indicated that community relations needed *some* or *major improvement*.

Nonetheless, when these figures are compared with MGT's benchmark database of surveys completed in other school systems around the country, community relations in the Clay County School District was rated better than average. Forty-one (41) percent of administrators (polled separately in Clay County as administrators and principals, but combined for national comparisons) around the country *agreed* or *strongly agreed* with the statement "Most parents really don't seem to know what goes on in our schools;" only 31 percent of Clay County administrators did the same. Sixty-two (62) percent of teachers around the country also *agreed* or *strongly agreed* with that same statement; only 53 percent of Clay teachers did the same. When rating the district's overall community relations, 39 percent of administrators nationally said their community relations needed *some* or *major improvement*; only 24 percent of Clay administrators did the same. Likewise, 46 percent of teachers nationally said their community relations needed *some* or *major improvement*; only 38 percent of Clay teachers did the same.

## **7.1 Public Accountability**

### **CURRENT SITUATION**

A school system is accountable to many different stakeholders: its staff, its teachers, the state, its students, their parents, local businesses, and the community at large – all have invested time and money into the school system and all have a stake in its success. In return, the school district is obligated to demonstrate that it has spent the time and money afforded to it wisely and is making its best efforts to produce well-educated, work-ready, civic-minded graduates.

Compounding this challenge is the increasing competition for every public dollar, a common situation in every local government across the nation. The era of big government is over and so is public indifference to the use of tax dollars. Today, citizens demand the most of out every cent contributed to public coffers. This situation is particularly acute in Florida, where a burgeoning student population requires new school facilities almost daily. A school district can only be successful in this environment if it can consistently prove that it has a product, namely a valuable education, that is worth continued public investment.

### **FINDING**

The policy manual of Clay County School District includes the establishment of a district advisory committee called the Clay County Citizen's Advisory Committee on Education. The purpose of the Committee is to "promote communication, involvement, and understanding among the schools, the citizens, and the Superintendent and School Board (Board Policy 1.09)." The Committee will, according to policy:

- provide such assistance as the Superintendent may request in the preparation of the Superintendent's Annual Report on Education;
- provide such assistance as the Superintendent and School Board may request in the preparation of the school system's comprehensive educational plan and budget;
- provide other assistance and advice as the Superintendent and School Board may request in carrying out their statutory duties and responsibilities;
- provide assistance and advice in the area of public relations; and
- provide assistance to school advisory committees, and assist in establishing school advisory committees.

The Committee is to be comprised of two members nominated by each Board member, three members-at-large, nominated by the Board, one teacher and student recommended by the Superintendent, and one Clay County Commissioner. Committee members are to serve for two years. The Board is to meet three times per school year.

It was found during interviews that the Committee was dissolved in December 1996. It was noted that the Committee was felt to be redundant with other efforts and was relatively inactive.

MGT found no evidence of any other districtwide committee which reviews progress toward stated district goals, nor any committee which provides independent public accountability regarding the school system.

## **RECOMMENDATION**

### **Recommendation 7-1:**

**Reconvene the Clay County Citizen's Advisory Committee on Education with modifications in responsibilities to include accountability to citizens and review of district progress toward goals (also see Chapter 4 about the role of this District Advisory Committee in school-based decision-making).**

This action will promote community oversight and public accountability. It will allow citizens to provide input into the school management process and foster better community relations.

The official Board policy should be changed to charge the Committee with a more proactive role in the education management process, rather than merely "providing such assistance as may be requested."

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Superintendent should recommend a change in Board Policy to create a more proactive Advisory Committee on Education with a greater accountability review role. | Summer 1998 |
| 2. The Board should reconvene the Advisory Committee on Education to annually review district progress and provide greater public accountability.                     | Fall 1998   |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation, it can be accomplished with existing resources.

## **FINDING**

The only published form of public accountability offered by Clay County Schools to the parents of its students is in the form of annual "Public Accountability Reports" developed for each school and based on School Advisory Council Report information developed in relation to the eight goals in Florida's System of School Improvement and Accountability.

Each one-page brochure lists the eight goals and applicable information compiled by the school related to each goal. In addition, some of the schools include such information as:

- School Improvement Plan results;
- number of students eligible for free or reduced-price lunch;
- school mission; and
- enrollment percentages by ethnic/racial group.

However, these brochures provide no explanation of the data, nor their relevance to an interested parent. While many of the items are self-explanatory, such as the dropout rate, other are more obscure, such as average student test scores on the Florida Writing Assessment. In particular, each brochure lists the number of “incidents” in the school during the previous year yet provides no background on the types of incidents, which could range from minor vandalism to murder.

Each school also develops and makes available to parents its School Improvement Plan. Some schools create an elaborate bound document with a level of detail that provides the reader with a clear idea of the school’s goals and progress made in achieving them. Other schools create a fairly simple stapled document of approximately five pages which does not provide much more information than was provided in the one-page brochure. Comparisons with other Florida school districts indicate that schools in some districts create far more enlightening publications than were found in Clay County (also see Section 4.4 in Chapter 4).

## **RECOMMENDATION**

### **Recommendation 7-2:**

**Develop an *Annual Report to the People* (or similar document) which will provide substantive accountability information.**

The *Annual Report to the People* should recap ongoing district goals and progress made towards those goals. It should provide financial information, with sufficient detail and explanation that an average community member can understand where tax dollars are being spent and that they are being spent wisely. It should also include a district roll-up of the “Public Accountability Reports,” with sufficient explanation that an average citizen can understand the implications of the figures and that they district is making positive progress in all eight of the goals. This document would also be useful for individuals who are considering moving to Clay County and enrolling students in the school system.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Grants Development/Community Relations Specialist should work with the Superintendent to outline the content for the *Annual Report to the People*. May 1998

- |   |                                       |
|---|---------------------------------------|
| 2. The Specialist should develop the content of the <i>Annual Report to the People</i> for Superintendent and Board approval.                       | June 1998                             |
| 3. The <i>Annual Report to the People</i> should be included as part of the year end issue of the Educator.   | Commencing in the 1998-99 school year |
| 4. The content of the <i>Annual Report</i> should be published on the district's Web page in conjunction with the publication of the paper version. | Commencing in the 1998-99 school year |
| 5. Slides of most of the <i>Annual Report</i> should be provided to Channel 29 for airing during June, July and August annually.                    | Commencing in the 1998-99 school year |

### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation. Including it as six pages of the end of the year *Educator* eliminates any additional copying or distribution costs. Placing the information on the Web page and on Channel 29 can be done with existing resources.

### **RECOMMENDATION**

#### **Recommendation 7-3:**

**Encourage schools to develop more informative and explanatory annual School Improvement Plans (also see Chapter 4, Section 4.4).**

Clay County School District should encourage the development of more comprehensive School Improvement Plans through the distribution of a list of possible items to include beyond those required by the State. For example, at the high school level, the Plan could include:

- trends in student enrollment;
- faculty and staff statistics;
- signs of academic excellence, such as National Merit Scholars or scholarship recipients;
- SAT and ACT scores;
- advanced curriculum offerings;
- higher education institutions graduates have attended;
- background on chosen school improvement goals;

- concrete steps taken toward improvement plan goals; and
- complete results from annual school improvement surveys.

Copies of informative improvement plans from within the district and from other districts in the state could also be distributed to School Advisory Councils.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should request the assistance of a committee of six School Advisory Council chairs, two from each education level, to develop suggested guidelines for School Improvement Plan content. May 1998
2. The committee should release suggested guidelines for School Improvement Plan content to each school, to be used in the development of the 1999-2000 plans. August 1998

## **FISCAL IMPACT**

There is no cost associated with this recommendation; it can be accomplished with existing resources.

## **7.2 Public Relations and Communications**

### **CURRENT SITUATION**

Open, two-way communication with the public is essential for a school system to maintain and increase its support base in the community. A school district must find effective ways to communicate with the public and to receive input from different segments of the community. An informed public, and one which is heard, provides the added support needed to maintain district excellence.

The primary role of public relations in a school district is to work closely with the Superintendent to convey a message and image consistent with the policies and programs put forth by the School Board and implemented by the Superintendent's Office. A school system's public relations and community outreach efforts will significantly affect citizen's perceptions of the system. A strong public relations program will manage to garner public support even when the district faces adversity or fails to achieve high goals. Conversely, a weak public relations program will fail to bring into the public eye achievements even when the district is performing quite well. The best public relations program will engender public support and public involvement, in the form of parent and community volunteers, participation in decision-making processes affecting the schools, and productive business and community alliances.

The outcomes of effective public relations are extensive. They include:



- an enriched learning environment;
- expanded educational opportunities;
- community 'ownership' of the district's achievements; and
- improved student achievement.

## **FINDING**

Clay County School District enjoys a solid reputation in the community. In interviews, several business leaders indicated that the strength of the school system is the main reason many families choose to settle within the county borders, since the county lacks any major industrial draws. The Chamber receives daily phone calls from individuals who are choosing Clay County over a neighboring county solely on the basis of its perceived better schools.

However, it was widely acknowledged in those same interviews that much of this reputation is historical and not necessarily based on current perceptions of the school district. Most business leaders interviewed indicated that the school district could be doing much more to enhance and solidify its image. Most interviewees indicated that they knew of no consistent, ongoing public relations effort by the school district. Most parents indicated that their main source of information regarding the school system came from what they learned from their child's school and that information directly from the central office was non-existent.

## **RECOMMENDATION**

### **Recommendation 7-4:**

#### **Develop a proactive communications plan for the Clay County School District.**

A public sector organization, such as a school district which has diverse constituencies and is an integral part of the community, should go through the process of creating a communications plan to help it better serve the community. The point of such a plan is not simply marketing, but to coordinate and maximize outreach.

A communications plan should achieve these objectives:

1. The district should identify stakeholders (audiences) of the district.
2. The district should determine the type of information in which each audience is interested and the possible methods by which to reach each audience.
3. The district should determine the messages it wants each audience to receive.

4. The district should determine the most effective and efficient ways to reach each audience, identify the methods which overlap among audiences, and seek the most efficient mix of methods to deliver messages.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                         |
|---|-------------------------|
| 1. The Grants Development/Community Relations Specialist and the Superintendent, as well as other senior staff, should convene a temporary districtwide committee to craft a communications plan. The committee should include representatives from central office staff, principals, teachers, parents, business leaders, minority groups, and others. | October 1998            |
| 2. The Superintendent should assign the Grants Development/Community Relations Specialist the task of chairing the committee and developing the draft communications plan.  | October 1998            |
| 3. The Grants Development/Community Relations Specialist should work with the committee to identify audiences, traditional and non-traditional methods of reaching those audiences, and messages the district wants to provide to audiences.  | October - December 1998 |
| 4. The Superintendent and School Board should approve an external communications plan that is tied to the mission and goals of the district and agree to formally review the plan annually.   | Spring 1999             |

## **FISCAL IMPACT**

There is no cost associated with this recommendation; it can be accomplished with existing resources.

### **7.2.1 Organizational Structure and Location**

## **CURRENT SITUATION**

A solid public relations effort requires a structure that facilitates ease of communication from the Superintendent to the public and gives the public a voice to the Superintendent and the School Board.

## **FINDING**

Public and community relations is currently the responsibility of the Grants Development/Community Relations Specialist. The specialist reports to the Assistant

Superintendent for Human Relations who, in turn, reports to the Superintendent. The public relations position in Clay County School District had been classified as an administrative position. The new superintendent has since reclassified the position to an 11-month teacher salary schedule and combined with another position to create the current Specialist position (a teacher on special assignment). The position was downsized and the districtwide public relations function minimized by the current Superintendent because of his belief that this should be primarily a school-level responsibility. Several principals and central office administrators who were interviewed disagreed.

The 10 responsibilities listed in the Specialist's job description are:

- survey funding sources and recommend funding opportunities to appropriate departments;
- coordinate grant efforts with other departments and with community resources;
- provide technical assistant to schools and district staff including grant development workshops, assistance with proposal design, budget development and dissemination of funding information;
- summarize proposals for School Board approval of grants;
- serve as the Superintendent's liaison to the Clay County Education Foundation;
- write/facilitate the *Educator*;
- coordinate and promote the school volunteer program;
- coordinate and promote the public relations and employee recognition programs for the school district;
- develop and disseminate information regarding the school system for newcomers; and
- assist with other projects and responsibilities as assigned.

During interviews, we found that the primary responsibility of the Grants Development/Communication Relations Specialist is grants. To assist her in her duties, the Specialist receives a full-time secretary. This secretary assists primarily with grants development responsibilities.

## RECOMMENDATION

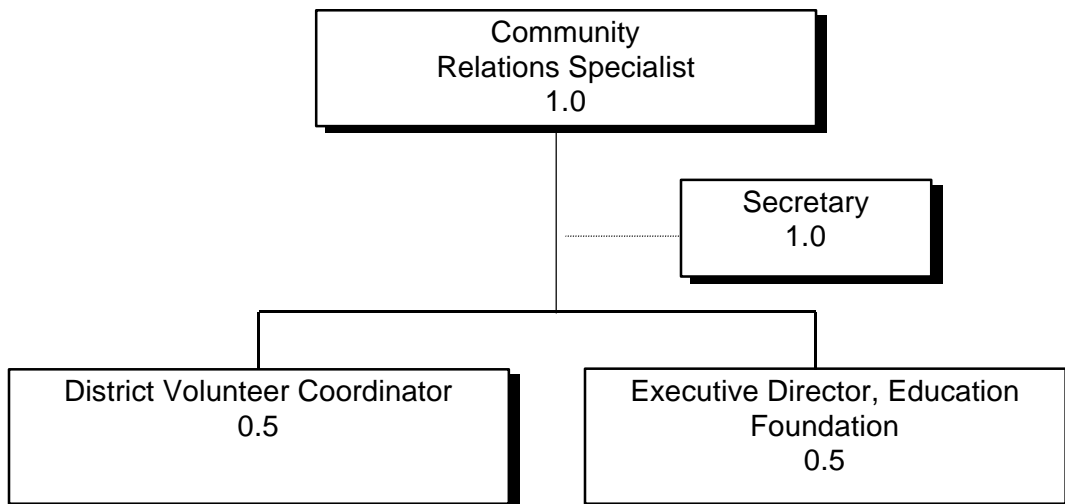
### Recommendation 7-5:

**Reorganize the Clay County School District community and public relations efforts to reflect the importance of this function.**

The position of the Community Relations Specialist should be reclassified as a 12-month position which reports directly to the Superintendent. (In Chapter 4, a position of Grants Coordinator was created and transferred to the Division of Instruction). Two half-time positions, District Volunteer Coordinator and Executive Director of the Clay County Education Foundation, should be created. Both positions would report to the Specialist. The Volunteer Coordinator would be an unpaid position, while funding for the Executive Director position would come primarily from Foundation funds. Justification for the Volunteer Coordinator position is provided in Section 7.5 of this chapter; justification for the Executive Director position is in Section 7.6.

Exhibit 7-1 shows the proposed new community relations office structure.

#### EXHIBIT 7-1 RECOMMENDED STRUCTURE FOR THE CLAY COUNTY COMMUNITY RELATIONS OFFICE



## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should advise current staff of the organizational change. July 1998
2. The Community Relations Specialist should draft a job description and expectations for the two new positions. August 1998

3. The Superintendent should work with the Specialist to determine the best method to fill the District Volunteer Coordinator position on an annual basis. August 1998
4. Based on final approved job descriptions for the two new positions, the Superintendent and Specialist should revise the job description for the Specialist. November 1998
5. The Specialist should assist in the selection of the Volunteer Coordinator and Executive Director for the forthcoming year. June 1999

### **FISCAL IMPACT**

The fiscal impact for the creation of the two half-time positions, District Volunteer Coordinator and Executive Director of the Education Foundation, are covered in Recommendations 7-18 and 7-21 respectively. The fiscal impact outlined below is solely for the cost of changing the Community Relations Specialist to a 12-month position at an annual current salary plus benefits of \$57,760. The district should consider changing the title of the specialist to Community (or public) Relations Officer.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Reclassify the Grants Development/Community Relations Specialist as a 12-month position*	(\$5,251)	(\$5,251)	(\$5,251)	(\$5,251)	(\$5,251)

\*based on changing an 11-month position to a 12-month position, including benefits.

### **FINDING**

The office for the Community Relations Specialist is on the second floor of the Clay County central office, a relatively inaccessible location for the visiting public. Moreover, this office is not in close proximity to that of the Superintendent.

### **RECOMMENDATION**

#### **Recommendation 7-6:**

**Relocate the office of the Community Relations Specialist to the first floor of the central office, in an area that is immediately accessible to all public traffic.**

Relocating this office should place it closer to the office of the Superintendent and will expedite the public relations function. Placing the office closer to the entrance will encourage public input and support.

## IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should identify suitable office space. Spring 1998
2. The Superintendent should facilitate the relocation of the Community Relations Office. Summer 1998

## FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

### **7.2.2 Publications**

## CURRENT SITUATION

A primary source of information about the school system and its achievements should be the district's own publications. Well-crafted, regular publications regarding school district efforts increase the potential for meaningful two-way dialogue with the community.

## FINDING

The primary periodical publication distributed to the community is the *Educator*, a newspaper supplement distributed to *Florida Times-Union* subscribers living in Clay County for nearly two decades. The *Educator* reaches approximately 23,000 households and provides information on changes in school regulations, new programs, district calendar, scholarships winners, recognition of outstanding staff, teachers, business partners, and volunteers, and district-related news. Until this year, the *Educator* was published six times per year; due to budget constraints and the downsizing of the public relations function, it is now published three times per year.

The *Educator* is written by the Grants Development/Community Relations Specialist and an outside consultant journalist who provides editorial and layout assistance. Each issue runs approximately 12 pages and contains color and black and white photographs. Typically, feature stories cover events of note in the district, such as scholarship recipients or teacher awards.

Although it would be a very inexpensive mechanism, no annual community satisfaction survey has been instituted through the *Educator*.

## RECOMMENDATIONS

### **Recommendation 7-7:**

**Eliminate the use of an outside consultant to create the *Educator*.**

Implementing Recommendations 7-2, 7-8 and 7-9 will alter a substantial portion of at least one issue of the *Educator*. Requesting the assistance of schools in developing the content of the other issues, with the Grants Development/Community Relations Specialist serving as editor and chief writer, will eliminate the need for an outside consultant to provide editorial and layout assistance. In addition, under the proposed reorganization with the specialist no longer performing the grants function, additional time can be devoted to community publications.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Grants Development/Community Relations Specialist should eliminate the line item for an outside consultant in the 1998-99 budget. May 1998

#### **FISCAL IMPACT**

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Eliminate Outside Consultant	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500

#### **Recommendation 7-8:**

#### **Resume bi-monthly publication of the *Educator*.**

Since Clay County School District has no other districtwide paper publication, the *Educator* is of critical importance in the district's community relations effort.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should request the funding necessary to resume bi-monthly publication of the *Educator*, beginning with the end of year issue in June 1998. May 1998

#### **FISCAL IMPACT**

It was estimated by the Grants Development/Community Relations Specialist that the production of the *Educator* costs \$3,200 per issue.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Resume Bi-monthly Publication of the <i>Educator</i>	(\$9,600)	(\$9,600)	(\$9,600)	(\$9,600)	(\$9,600)

**Recommendation 7-9:**

**Institute an annual community survey as part of one edition of the *Educator*.**

This annual survey would provide the public with an anonymous method of providing feedback to the School Board and the Superintendent. Because it has the potential to reach 23,000 *Times-Union* subscribers, the district stands to gain an enormous insight to public opinion and perception that has hitherto gone untapped. The annual community survey should include questions regarding public perceptions and satisfaction quotients about Clay County district operations and schools. The survey should be used to help guide the school board's priorities. The results of each survey should be included in a subsequent edition of the *Educator*.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Grants Development/Community Relations Specialist should develop a draft community survey instrument.   | May 1998       |
| 2. The Superintendent should review the draft instrument and suggest improvements.   | May 1998       |
| 3. The survey should be included in the end of year edition of the <i>Educator</i> .   | June 1998      |
| 4. The results of the survey should be widely distributed, including through a subsequent issue of the <i>Educator</i> and on the district's Web page. | September 1998 |

**FISCAL IMPACT**

No additional costs are associated with the printing and distribution of the survey as part of the *Educator*. Data entry and analysis of the survey results can be accomplished with existing resources.

**FINDING**

During school visits, it was observed that most Clay County schools produce and distribute their own monthly newsletter, which is sent home with students. These newsletters are typically several pages, with articles written by students. Articles include items of interest to both students and parents, including calendar events and reports of recent school activities. In several instances during school visits, volunteers were observed copying and assembling newsletters.

**COMMENDATION**

**Clay County schools are commended for developing and distributing individual school newsletters.**



Monthly school newsletters provide a valuable vehicle to maintain contact with parents and to encourage participation in school events.

## **FINDING**

In addition to paper-based publications, Clay County launched a Web page in July 1997. While much of the Web page is still under construction, the current page contains general information about the school district, its mission statement, school board members, the immunization policy, and the Internet policy. The Web page provides the ability to send e-mail to certain district employees. Several school representatives noted that they had not been asked to provide input on the content of the Web page and the current version of it does not provide any school specific information.

At the time of the on-site visit, the Web page has gotten nearly 900 hits and several e-mails have been sent to the Webmaster since its inception.

## **COMMENDATION**

**The Clay County School District is commended for moving forward technologically and developing a Web page.**

Over time, the Web page will become a valuable outlet for Clay County media and public relations.

## **RECOMMENDATION**

### **Recommendation 7-10:**

**Expand the Clay County School District Web page to include an e-mail capacity that will serve as a receiving site for public input.**

Expanding the capacity of the Web page to receive input from the public will provide the school district with an inexpensive vehicle for broadened communications.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Grants Development/Community Relations Specialist should work with Information Services to program the Web page to include the capacity for e-mail which is directed to the Specialist. | Summer 1998 |
|--|-------------|

## **FISCAL IMPACT**

No costs are associated with this recommendation; it can be accomplished with existing resources.

## **RECOMMENDATION**

### **Recommendation 7-11:**

**Expand the Clay Web page to include regularly updated information provided by each school on individual school news and events.**

Expanding the content of the Web page to include individual school sites will provide the school district with another inexpensive vehicle for broadened communications. It will also provide students with a valuable Internet learning opportunity, as they can be responsible for providing updates as part of an ongoing classroom project.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. Information Services should program the Web page to include sites for each school.  | Summer 1998    |
| 2. Information Services should develop a method by which schools can send new information to be included on their Web site.  | Summer 1998    |
| 3. Information Services should distribute information about the new capability to the schools and request preliminary school information for the start of the 1998-99 school year. | September 1998 |

## **FISCAL IMPACT**

There is no cost associated with this recommendation; it can be accomplished with existing resources.

## **FINDING**

Parents who call to request information on the Clay County School District receive:

- a three-page overview of the district;
- a one-page student calendar;
- a listing of school start and end times;
- a listing of school addresses;
- a district map;
- a summary of district test scores;
- a copy of the most recent *Educator*; and

- (if known) the Public Accountability Report for the particular school the student will attend.

While this information provides a fairly comprehensive picture of Clay County schools, it is provided in a fairly unattractive package. The presentation of this information is not inviting, nor is it arranged in a cohesive manner. In particular, the test information is presented without explanation and, as a result, could easily be misinterpreted.

Other school systems of similar size typically provide information in a more polished presentation. Moreover, other school systems routinely include a welcome letter from the Superintendent and a contact list for further information on particular areas. Many also include generic district information in a color brochure format.

## **RECOMMENDATION**

### **Recommendation 7-12:**

**Create a newcomer package that is reflective of the quality of the Clay County School District.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                |
|---|----------------|
| 1. The Grants Development/Community Relations Specialist should develop a draft information package for review by the Superintendent. | Summer 1998    |
| 2. The Superintendent should review the newcomer package and make any necessary modifications.  | September 1998 |
| 3. The Grants Development/Community Relations Specialist should have sufficient copies made to satisfy estimated upcoming requests.   | October 1998   |

## **FISCAL IMPACT**

There is minimal fiscal impact associated with this recommendation. The time required to design the newcomer package can be accommodated by the Community Relations Specialist, who will be relieved of grant responsibilities. The cost outlined below is for printing of 1,000 glossy covers into which materials can be inserted. Based on an average number of three newcomer package requests per week, the 1,000 covers should last more than five years. A quantity of 1,000 is recommended because printers normally offer a price break at that quantity. The district can afford the copying of the insert materials with existing resources.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Create a Quality Newcomer Package	(\$350)	\$0	\$0	\$0	\$0

### **7.2.3 Media Relations**

#### **FINDING**

The major newspaper in Clay County is the *Florida Times-Union*. Other local newspaper include the *Clay County Leader*, published weekly; the *Clay Today*, published twice weekly; and the *Lake Region Monitor*, published weekly. There are eight television stations in the area, all based in Jacksonville. There are four radio stations, two in Jacksonville, one in Green Cove Springs, and one in Orange Park.

The Grants Development/Community Relations Specialist maintains an ongoing dialogue with reporters from the *Times-Union*. Weekly, she provides several new feature story ideas to reporters and reports that Clay County schools get fairly solid coverage. The *Times-Union* prints a Clay County insert every Wednesday and Saturday that almost always includes school or school district events.

In several interviews, principals indicated that under the current administration, they were essentially “on their own” as far as media relations. The Grants Development/Community Relations Specialist is stretched too thin to provide any real media relations support to individual schools. Instead, each school is provided with a “Public Relations Handbook.” This handbook includes:

- notes on how to get publicity;
- hints for working with the media;
- media permission form;
- sample news release;
- contact information for local newspapers, television stations, and radio stations; and
- frequency of publication information for local media.

During interviews with principals, some felt overwhelmed by the burden of handling their own media relations, while others felt capable of handling the additional duty.

#### **RECOMMENDATION:**

##### **Recommendation 7-13:**

**Conduct a yearly half-day in-service workshop for the media relations contact person at each school.**

This workshop should offer the district the opportunity to share its vision for how media relations should be conducted and should offer the participants the opportunity to share their experiences and successes. It should also emphasize the importance the district

places on continued, good media relations. Finally, the workshop should present the opportunity to discuss strategies for dealing with negative press and emergency communications. The district has a workshop plan for a media relations workshop; however, it has not been conducted in the current year. It was conducted, however, once in 1995-96 and once in 1996-97 when additional employees devoted efforts to media relations.

Representatives of the local news media, especially those with primarily a Clay County coverage area, could be invited to a portion of this in-service to provide their advice and to meet school representatives.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should direct the Grant Development/Community Relations Specialist to conduct a half-day in-service for each school's media relations contact. May 1998
2. The Grants Development/Community Relations Specialist should conduct the half-day in-service program. August 1998

#### **FISCAL IMPACT**

The workshop can be conducted by the specialist at no additional cost to the district.

#### **7.2.4 Channel 29**

##### **FINDING**

Channel 29 is a cable station run entirely by school district personnel in the Division of Instruction. With state funding that has since been discontinued, Channel 29 provided a fair amount of educational programming. Now, however, most of its programming is community and school information.

School Board meetings are broadcast live on this station, as are County Commission meetings. Channel 29 provides access to the working of the Board, the Superintendent, and the district as issues and directions are discussed and debated.

One school, Middleburg High School, has a fiber optic connection to Channel 29 which permits live broadcast of school events. Other schools may submit tapes of school activities for rebroadcast.

In addition, each school's schedule of events is broadcast on a monthly basis, based on information provided by the schools. For December, these events included school field trips, sports events, holiday dates, PFA meetings and events, school spirit day, and SAC meetings. Other public service notices are also posted, including notices for the Clay County Soccer Club, the YMCA, and the Clay County Public Library.

In general, the district is not making effective use of Channel 29. A review of several months of programming information revealed that no distinct public relations programming, nor any ongoing programming to provide district accountability and information is provided. For example, no contact phone numbers are provided to parents who might want more information on popular topics. The Superintendent does not have a regular slot to present information of public interest, other than the Board meetings. Finally, because the schools are the sole suppliers of information to Channel 29, no districtwide information on topics such as funding in relation to surrounding districts, or the number of new textbooks ordered, is provided. Not even the MGT public forum was announced on the station.

### **COMMENDATION**

**The Clay County School District is commended for developing a valuable communication mechanism in the form of Channel 29.**

Channel 29 provides an outlet for school district and individual school communications to the public. Moreover, it provides a learning opportunity for students in the areas of journalism, computer graphics, and video production.

### **RECOMMENDATION**

#### **Recommendation 7-14:**

**Revise the content of Channel 29 to include more school district accountability and more informational programming.**

At a minimum, Channel 29 should have a regular program featuring the Superintendent, another featuring School Board members (beyond the Board meeting), and regular feature stories on schools. Much of the content could be developed by high school journalism classes, many of whom are already producing their own daily news shows for broadcast within their schools.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Grants Development/Community Relations Specialist should work with personnel responsible for Channel 29 programming to find suitable weekly time slots for new programs.                  | July 1998   |
| 2. The Specialist should work with the Superintendent and the School Board to develop separate weekly programs on items of interest to the public.   | August 1998 |
| 3. The Specialist should work with representatives from the district high schools to develop ideas for regular feature stories on individual schools which will be largely produced by students. | August 1998 |

- |   |                |
|---|----------------|
| 4. The Specialist should publicize the programming additions to each school and the news media. | September 1998 |
| 5. The Specialist should provide ongoing oversight for this Channel 29 programming.             | Ongoing        |

### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation; it can be accomplished with existing resources.

## **7.3 School Advisory Councils**

### **CURRENT SITUATION**

State legislation, adopted in 1991, requires all schools to establish school advisory councils (SACs) as part of the statewide school improvement process (Blueprint 2000). The SAC must represent the school's community and include parents, teachers, administrators, students, business people, and other community members.

Blueprint 2000 legislation requires that the school board annually review SACs to ensure that they are properly constituted. The legislation also requires that SAC members representing each stakeholder group be elected by their respective peer groups at the school (with the exception of business representatives who can be appointed by other members of the team).

The SAC process required by the State of Florida is as follows:

- School conducts needs assessment based upon state goals, performance standards, and local and state data.
- SAC sets priorities for goals and standards to be included in the school improvement plan.
- SAC assists in preparing the proposed school improvement plan, including improvement activities, evaluations, definitions of adequate progress, and request(s) for waivers.
- School improvement plan is released to the community for input before being finalized.
- School improvement plan is submitted by the principal to the school board for approval.
- School board either approves or negotiates changes and approves plan; approval may include waivers from school board policy.
- School improvement plan is implemented.
- SAC reviews progress of plan implementation.

- As long as the adequate progress criteria are met, the school improvement planning process continues as in previous years.

Beginning this school year, the State of Florida requires that a majority of members of each SAC be persons not employed by the school board. The 1997 Legislature also directed districts to give each SAC a portion of lottery funds to be used to implement the School Improvement Plan and meet the needs of the school. Although some restrictions apply, SACs have a great deal of flexibility in how the money is used. Principals may not override SAC recommendations.

## **FINDING**

The State of Florida requires that SACs be composed of a majority of non-school board employees, either parents, business representatives, or, in the case of high schools, students. SACs must also be “representative of the racial, ethnic, and economic community served by the school.” For the purposes of this analysis, because SACs are typically around 10 members, “representative” has been defined to mean within 10 percentage points of the student minority percentage.

Exhibit 7-2 provides information on the 1997-98 SACs within the Clay County School District, based on reports provided by the individual schools. As the exhibit shows:

- All but four SACs have minority representation within 10 percentage points of the student minority percentage. Of those four, one is over-represented with minority members.
- All but one of the SACs have greater than 50 percent non-school board employee membership. One school has exactly 50 percent membership.

## **COMMENDATIONS**

**Clay County schools are commended for meeting SAC membership requirements concerning minority representation, with three exceptions.**

**Clay County schools are commended for meeting SAC membership requirements concerning non-school board employees, with one exception.**

## **RECOMMENDATION**

**Recommendation: 7-15:**

**Improve the review of SAC membership reports at the central office level.**



**EXHIBIT 7-2  
SCHOOL ADVISORY COUNCIL  
MEMBERSHIP INFORMATION  
1997-98**

SCHOOL	% MINORITY STUDENTS	% MINORITY SAC	REP. W/IN 10%?	% NON-EMPLOYEE	OVER 50% NON-EMP.?
<b>Elementary Schools</b>					
C.E. Bennett	27.8	14.3	NO	60.0	YES
W.E. Cherry	28.2	20.0	YES	60.0	YES
Clay Hill Elem.	1.2	0.0	YES	69.6	YES
Doctors Inlet	14.0	20.0	YES	60.0	YES
Fleming Island	NA	10.0	NA	60.0	YES
Grove Park	32.0	30.0	YES	60.0	YES
Keystone Elem.	1.9	0.0	YES	60.0	YES
Lake Asbury	8.5	9.1	YES	54.5	YES
Lakeside Elem.	11.7	25.0	NO	63.6	YES
McRae Elem.	NA	0.0	NA	60.0	YES
Middleburg Elem.	8.0	10.0	YES	60.0	YES
Montclair Elem.	17.7	11.1	YES	55.6	YES
Orange Park Elem.	6.6	0.0	YES	54.5	YES
Paterson Elem.	14.6	10.0	YES	60.0	YES
Ridgeview Elem.	19.9	6.7	NO	60.0	YES
S.B. Jennings	27.2	20.0	YES	66.7	YES
Tynes Elem.	10.3	7.1	YES	64.3	YES
Wilkinson Elem.	3.7	0.0	YES	57.1	YES
<b>Middle Schools</b>					
Green Cove Middle	16.9	15.4	YES	53.8	YES
Lakeside Jr.	10.3	7.7	YES	53.8	YES
Orange Park Jr.	26.7	6.7	NO	53.8	YES
Ridgeview Jr.	18.0	18.8	YES	50.0	NO
Wilkinson Jr.	4.0	0.0	YES	53.8	YES
<b>High Schools</b>					
Clay High	17.2	15.8	YES	57.9	YES
Keystone High	2.3	0.0	YES	53.8	YES
Middleburg High	7.6	0.0	YES	58.3	YES
Orange Park High	21.4	16.7	YES	58.3	YES
<b>Other Schools</b>					
Bannerman	28.2	20.0	YES	53.8	YES
AVERAGE	14.8	10.5	YES	58.3	YES

Source: Clay County School District School Advisory Council Reports, 1997-98. Minority student percentages are based on 1996 October membership counts.

Of the three schools where minorities are under-represented on the SAC, only one school is aware of the problem and seeking to correct it. The other two schools reported that they were in compliance with district and statutory requirements for being representative, even though each was more than 13 percentage points under the student minority percentage. The district should provide clarification of the definition of "representative."

In addition, one school is not in compliance with the requirement that a majority of SAC members be non-school board employees. This school mistakenly reported that it was in compliance, probably because it was unaware of the requirement to count the principal as a member. A more careful review of SAC membership reports at the district-level would eliminate this kind of misunderstanding.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |               |
|---|---------------|
| 1. The Superintendent should direct central office staff to more carefully review SAC membership reports.   | July 1998     |
| 2. Central office staff should provide SAC chairpersons with feedback if their 1998-99 membership reports are not in compliance with district and statutory requirements. | December 1998 |

#### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

#### **FINDING**

State guidelines require that parents be elected to serve on the SAC and district policy states that "Parent members shall be elected for nomination by the parents or the parent group(s) (Policy 1.09B)." Nevertheless, it was reported that, in most cases, parents are individually asked to join. Some SAC chairpersons indicated that specific parents are contacted and invited to serve. In only one case was it mentioned that an election was held to select SAC parent representatives, primarily because more parents expressed an interest in serving than were needed.

Interviews with parent SAC members revealed a dichotomy. Some stated that they found the process to be valuable and that their input was respected and appreciated. Other parents indicated that they did not feel respected or appreciated, but were merely tolerated. One parent provided written comments which included the statement, "...on the School Advisory Council, [parental] input is unwelcome and does little if any good, except to put you on a 'parent-to-be-watched' list." Several other parents echoed this sentiment.

## **RECOMMENDATION**

### **Recommendation 7-16:**

**Require schools to provide evidence of compliance regarding requirements that parents be elected to serve on SACs.**

Requiring the election of parents to the SAC serves two purposes:

- First, it ensures that parents are not “hand-picked” by the school principal and eliminates that appearance that only the input of certain parents is valued.
- Second, it gives the elected parents more clout on the SAC, since they are the chosen representatives of all the school’s parents.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Superintendent should issue a memorandum, outlining the requirements for parent election to SACs to all school principals.  | June 1998      |
| 2. School principals should send information home to parents during the first weeks of school regarding SAC duties and responsibilities, and request interested parents to contact a PFA representative or school volunteer coordinator. | August 1998    |
| 3. School PFA representatives or volunteer coordinators should organize a ballot vote by all parents for election of interested parents to SACs.   | September 1998 |
| 4. Principals should be required to report their method of electing parent representatives, together with suggestions for further improvements, to the Superintendent.   | October 1998   |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation; it can be accomplished with existing resources.

## **FINDING**

Most SAC chairpersons expressed dissatisfaction with the recent change that requires a majority of non-school personnel on the committee. They indicated that parents and business representatives are often lacking in needed knowledge and skills or are only concerned with their own children. Forcing the professional educators into the minority

increases the difficulty in crafting realistic School Improvement Plans. This is especially true since no training is provided by either the district or the state to community representatives who serve on SAC.

Some schools indicated that they had a similar committee before it was mandated by the state and that the state mandates had reduced the effectiveness of the community committee process. Opinions on the effectiveness of the SAC process ranged from very helpful and highly functional to not very helpful. In one case, it was noted that past improvement plans have “sat on the shelf.”

SAC chairpersons indicated that there is generally too much paperwork involved in fulfilling information requirements of the state. Some went so far as to call it “nonsense.” Most chairpersons indicated that they spend a fair amount of their time completing paperwork assigned to other members of the SAC but which those members cannot realistically complete. For example, some of the SAC documentation requirements can only be completed by observing school operations at certain points during the school day. Working parents cannot make these observations so they ask the SAC chairperson to complete them.

Some educators indicated the SAC system actually discourages the setting of high goals. If high goals are set and the school makes progress towards them but falls short, they are not recognized for improvement but faulted for not achieving the goals.

## **RECOMMENDATION**

### **Recommendation 7-17:**

**Provide district training to all parent and community SAC representatives after their election.**

Training would provide the district with the opportunity to explain the purpose of SACs and their limits and possibilities. Ideally, it would create an atmosphere where parent and community representatives felt their input to be valued.

Because of the number of parent and community representatives involved, the Clay County School District would need to provide multiple training sessions.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                |
|---|----------------|
| 1. The Superintendent should select a representative to develop and provide the SAC training sessions.      | August 1998    |
| 2. The Superintendent should invite all parent and community SAC representatives to an orientation session. | September 1998 |
| 3. The district representative should provide the SAC orientations.   | October 1998   |

## **FISCAL IMPACT**

There is minimal cost associated with this recommendation; some photocopying of materials might be required. Staff development funds can be used for this purpose.

### **7.4 Volunteer Involvement**

#### **CURRENT SITUATION**

Volunteers are often one of the most valuable resources for school districts. An effective school volunteer program will solicit needed assistance from the community, enhance the student learning environment, and provide positive feedback to the volunteers. Volunteers can be drawn from the ranks of every facet of the community, not just concerned parents.

A school volunteer is defined in Section 228.041, Florida Statutes, as “any nonpaid person who may be appointed by a school board or its designee [and may] include but not be limited to parents, senior citizens, student, and others who assist the teacher or other members of the school staff.” The volunteer legislation also addresses intergenerational school volunteer programs (Section 230.71, Florida Statutes) and notes its legislative intent to “recognize and unite senior citizens and school children in order to enrich the lives of both” by creating “a mechanism for the development, expansion, and support of effective and innovative intergenerational school volunteer programs in the state.”

In order to provide feedback to volunteers and track volunteer involvement as an indicator of school success, schools track the number of hours volunteered by each individual and the capacity they gave, whether it be lunchroom monitoring, math tutoring, or materials copying. Schools sponsor volunteer recognition programs, based on the number of hours volunteered. The school district should track overall volunteer involvement as an indication of community support, establish annual goals based on inter-district comparisons and identified needs, and clearly communicate unmet volunteer needs to the community.

#### **FINDING**

Exhibit 7-3 identifies the number of volunteers and the number of hours volunteered during the 1996-97 school year for all Florida school districts, as reported to the Florida Department of Education by the school districts. The number of volunteers and volunteer hours per student has been computed based on Fall 1996 membership.

**EXHIBIT 7-3**  
**FLORIDA SCHOOL DISTRICT VOLUNTEERISM**  
**1996-97**

County	Total Volunteers	Vols/ Student	Total Hours	Hours/ Student	Total Membership
Alachua	11,810	0.40	420,473	14.2	29,648
Baker	670	0.14	13,966	3.0	4,630
Bay	10,991	0.43	304,332	11.9	25,665
Bradford	671	0.16	18,127	4.3	4,192
Brevard	9,462	0.14	544,758	8.2	66,679
Broward	24,936	0.11	1,086,887	5.0	218,576
Calhoun	213	0.09	6,085	2.7	2,288
Charlotte	NA	NA	NA	NA	16,083
Citrus	4,197	0.30	94,010	6.6	14,194
Clay	6,308	0.24	210,298	8.1	25,915
Collier	2,733	0.10	NA	NA	28,177
Columbia	2,250	0.24	120,496	13.0	9,263
Dade	28,043	0.08	3,196,902	9.4	341,120
DeSoto	NA	NA	NA	NA	4,616
Dixie	NA	NA	NA	NA	2,323
Duval	26,989	0.21	608,415	4.8	126,100
Escambia	13,752	0.30	488,397	10.7	45,692
Flagler	1,571	0.28	50,123	8.9	5,662
Franklin	78	0.05	4,000	2.5	1,575
Gadsden	NA	NA	NA	NA	8,546
Gilchrist	NA	NA	NA	NA	2,651
Glades	84	0.07	1,074	0.9	1,149
Gulf	384	0.16	10,840	4.6	2,346
Hamilton	NA	NA	NA	NA	2,336
Hardee	774	0.16	10,004	2.0	4,974
Hendry	528	0.07	11,756	1.6	7,257
Hernando	1,783	0.11	48,781	3.1	15,842
Highlands	844	0.08	128,285	11.6	11,020
Hillsborough	25,443	0.17	1,412,000	9.6	147,788
Holmes	NA	NA	NA	NA	3,820
Indian River	3,018	0.22	127,125	9.1	13,972
Jackson	2,168	0.27	50,094	6.2	8,098
Jefferson	NA	NA	NA	NA	2,127
Lafayette	NA	NA	NA	NA	1,109
Lake	1,164	0.04	75,226	2.9	26,133
Lee	4,468	0.09	263,259	5.0	52,302
Leon	6,538	0.21	381,729	12.1	31,558
Levy	508	0.09	18,950	3.2	5,831
Liberty	127	0.10	1,462	1.2	1,247
Madison	392	0.11	16,063	4.6	3,479
Manatee	1,971	0.06	75,380	2.3	32,797
Marion	8,207	0.23	240,994	6.6	36,244
Martin	1,764	0.12	170,000	11.5	14,823
Monroe	1,152	0.12	NA	NA	9,369
Nassau	2,158	0.21	44,921	4.4	10,189
Okaloosa	8,962	0.30	149,670	5.0	30,048
Okeechobee	619	0.09	19,769	3.0	6,597

**EXHIBIT 7-3 (Continued)**  
**SCHOOL DISTRICT VOLUNTEERISM**  
**1996-97**

County	Total Volunteers	Vols/ Student	Total Hours	Hours/ Student	Total Membership
Orange	34,642	0.27	1,000,000	7.8	128,941
Osceola	17,280	0.63	418,400	15.3	27,376
Palm Beach	14,513	0.11	872,518	6.8	127,600
Pasco	10,714	0.25	262,388	6.0	43,461
Pinellas	21,625	0.20	1,328,890	12.4	107,051
Polk	14,824	0.20	607,413	8.1	74,800
Putnam	645	0.05	34,500	2.6	13,294
Santa Rosa	5,759	0.28	153,771	7.4	20,668
Sarasota	6,668	0.21	279,769	8.8	31,951
Seminole	10,131	0.18	410,000	7.3	55,972
St. Johns	5,266	0.32	129,526	7.9	16,365
St. Lucie	2,298	0.08	261,671	9.5	27,669
Sumter	584	0.10	203,000	34.3	5,921
Suwannee	1,055	0.18	90,402	15.5	5,851
Taylor	NA	NA	NA	NA	3,840
Union	210	0.09	7,577	3.3	2,317
Volusia	14,700	0.25	514,929	8.9	58,004
Wakulia	1,133	0.25	21,677	4.9	4,444
Walton	NA	NA	10,525	1.9	5,459
Washington	NA	NA	8,905	2.7	3,249
<b>TOTAL</b>	<b>379,777</b>	<b>0.17</b>	<b>17,040,512</b>	<b>7.6</b>	<b>2,230,283</b>

Source: Florida Department of Education, Office of Business and Education Alliances, 1997.

As the exhibit shows:

- Clay County had 0.24 volunteers for every student, or approximately four students per volunteer. This compares favorable to the state average of 0.17 volunteers for every student and 0.23 volunteers for regional school districts (Nassau, Duval, St. Johns, Clay, Baker) students.
- Clay County volunteers gave an average of 8.1 hours per year. This also compares favorable to the state average of 7.6 hours and the regional school district average of 5.5 hours.

#### COMMENDATION

**Clay County School District is commended for surpassing state and regional averages for number of volunteers and volunteer hours per student.**

## **FINDING**

Each Clay County school has its own volunteer coordinator, sometimes a vice or assistant principal and sometimes a volunteer. The Grants Development/Community Relations Specialist provides each volunteer coordinator with a Volunteer Handbook.

The Handbook contains information on job expectations, recruiting volunteers, recruiting methods, policies and procedures, sample letters, sign-in sheet, Volunteer of the Year selection guidelines, and ideas for ways to thank volunteers. In the case of several schools, the volunteer coordinator provides an initial orientation and then serves as a reference when needed by volunteers – teachers are left to themselves to contact volunteers and arrange for support. In other schools, the coordinator serves less as a conduit and more as a full-fledged coordinator.

Volunteerism in the Clay County schools is strong. At every school visited, at least one, and often more, volunteer was observed assisting. Stakeholders at the MGT public forum and in individual interviews gave overall positive comments about the volunteering atmosphere in the district. While most indicated that it was the responsibility of the principal of each school to encourage volunteerism, most also indicated that they felt welcomed and needed when they donated their time.

Volunteer activities in Clay County include:

- assisting in media center;
- conducting health screenings;
- changing the school marquee;
- stuffing envelopes;
- presenting at Career Days;
- making bulletin boards;
- conducting individual tutoring;
- assisting teachers in classroom;
- performing clerical tasks;
- serving as cafeteria hostesses;
- assisting at the front desk;
- building a nature trail;
- storytelling in the kindergarten;
- assisting the guidance office;
- reconstructing and maintaining a butterfly garden;
- chaperoning dances;
- assisting at athletic events; and
- teaching art at a school which does not have a regular art teacher.

Exhibit 7-4 shows the breakdown of volunteer hours by Clay County school and type of volunteer for the 1996-97 school year. The number of volunteers and volunteer hours per student has been computed based on October 1996 membership.



As the exhibit shows:

- The number of volunteers per student ranged from a low of 0.03 at three schools to a high of 1.60 at one school. In general, the highest number of volunteers per student was found in the elementary schools, although one high school had the second highest number of volunteers per student of all the schools.
- The number of volunteer hours per student ranged from a low of 1.72, found at a middle school, to a high of 24.37, found at an elementary school. In general, as before, the highest number of volunteer hours per student was found in the elementary schools.

Although volunteerism is strong in Clay County schools, it lacks any sort of districtwide coordination. Under the current Superintendent, volunteer programs are “basically left up to the schools.” While the school district provides excellent reference materials for school volunteer coordinators, the district lacks a true districtwide coordinator.

Without a districtwide coordinator, volunteers without children in the school system have no point of contact if they wish to volunteer. One retired school teacher who now volunteers regularly indicated that she called every principal to seek their interest in retired teachers reading to students. This extra effort would be unnecessary with a districtwide coordinator.

Another outcome of the lack of a districtwide coordinator is that some schools are filled with volunteers, while other are left wanting, as Exhibit 7-4 shows. As a further example, Patterson Elementary was able to wire its entire school through the extensive assistance of technologically-savvy volunteers. These volunteers were able to secure grant funding for computer networking and then completed most of the installation work themselves. Meanwhile, at Green Cove Springs Middle School, which is located in a less affluent area of the district, interviews indicated that they lacked volunteers who could assist in computer networking. A districtwide coordinator would potentially be able to funnel willing volunteers to areas of critical need around the district. While a percentage of volunteers would likely refuse to help outside of their student's own school, at least an equal percentage would probably assist wherever needed.

In terms of recognition of volunteers, schools vary greatly in their approach. Some schools have a room set aside for volunteers where they can work and relax. Some teachers regularly have their students write thank you notes to volunteers. One school is planning an end of year cookout. Still other schools recognize volunteer contributions in their school newsletters. Interviews with volunteers during school visits revealed that, overall, they feel appreciated and valued by their school.

At the district level, however, there is little recognition of volunteers. The only districtwide volunteer meeting is the volunteer appreciation luncheon, held at the end of each school year. During this luncheon, the three (youth, adult, and senior) District School Volunteers of the Year are recognized and presented with awards from the school board members.

**EXHIBIT 7-4**  
**SCHOOL VOLUNTEER HOURS IN THE CLAY COUNTY SCHOOL DISTRICT**  
**1996-97**

SCHOOL	# YOUTHS (under 21)	# ADULTS (21 to 49)	# SENIORS (50 and over)	TOTAL VOLUME	VOLUMES STUDENT	TOTAL HOURS	HOURS/ STUDENT
<b>Elementary Schools</b>							
C.E. Bennett	21	102	8	131	0.12	13,010	12.32
W.E. Cherry	0	155	5	160	0.18	6,045	6.90
Clay Hill Elem.	1	101	0	102	0.18	12,345	21.81
Doctors Inlet	1	227	15	243	0.27	13,562	15.12
Fleming Island	5	235	5	245	0.24	11,336	11.22
Grove Park	0	155	9	164	0.27	2,286	3.73
Keystone Elem.	88	126	21	235	0.30	7,210	9.18
Lake Asbury	4	103	4	111	0.12	5,872	6.38
Lakeside Elem.	28	102	5	135	0.17	6,680	8.56
McRae Elem.	1	27	6	34	0.08	2,600	5.90
Middleburg Elem.	4	127	3	134	0.21	4,143	6.48
Montclair Elem.	3	152	4	159	0.24	6,781	10.37
Orange Park Elem.	8	759	127	894	1.60	13,600	24.37
Paterson Elem.	4	204	6	214	0.24	15,000	17.01
Ridgeview Elem.	0	284	5	289	0.31	13,900	14.90
S.B. Jennings	2	142	5	149	0.21	4,355	6.12
Tynes Elem.	3	99	4	106	0.11	8,232	8.43
Wilkinson Elem.	20	7	1	28	0.03	4,077	4.18
<b>Middle Schools</b>							
Green Cove Middle	2	15	3	20	0.03	1,172	1.72
Lakeside Jr.	6	138	6	150	0.13	7,385	6.21
Orange Park Jr.	15	120	12	147	0.15	5,020	5.05
Ridgeview Jr.	300	130	10	440	0.34	6,786	5.18
Wilkinson Jr.	45	109	0	154	0.11	4,394	3.06
<b>High Schools</b>							
Clay High	24	48	9	81	0.06	3,048	2.10
Keystone High	674	522	17	1,213	1.11	11,791	10.78
Middleburg High	120	125	4	249	0.16	4,500	2.93
Orange Park High	1	73	6	80	0.04	9,410	4.30
<b>Other Schools</b>							
Adult Education	1	3	180	184	NA	2,458	NA
Bannerman	0	11	0	11	0.03	74	0.22
District Office	35	8	3	46	NA	3,228	NA
<b>Totals</b>	<b>1,416</b>	<b>4,409</b>	<b>483</b>	<b>6,308</b>	<b>0.24</b>	<b>210,298</b>	<b>7.94</b>

Source: Clay County School District, 1997.

## RECOMMENDATION

### Recommendation 7-18:

#### Create a half-time District Volunteer Coordinator position.

This half-time volunteer position should be initiated as a volunteer position, should be located in the central office and report to the Grants Development/Community Relations Specialist. The Coordinator should assist in assessing the level of volunteer support, serve as a clearinghouse for unmet school volunteer needs, develop new programs to solicit further volunteer support in the community, and develop recognition programs for outstanding volunteers.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should advise current staff of the organizational change. July 1998
2. The Grants Development/Community Relations Specialist should draft a job description and expectations for the new position. August 1998
3. The Superintendent should work with the Specialist to determine the best method to fill the District Volunteer Coordinator position on an annual basis. August 1998
4. The Specialist should assist in the selection of the District Volunteer Coordinator for the forthcoming school year. September 1998

**FISCAL IMPACT**

Because this position would be volunteer, the Clay County School District will not expend personnel funds but will reap the benefits of the services provided. Approximately \$2,000 should be allocated each year for appropriate reimbursable expenses. If the District Volunteer Coordinator is able to increase volunteer hours even two percent over 1996-97 levels, this investment will be more than repaid by the value of the time given by volunteers.

A two percent increase in volunteer hours over 1996-97 levels would translate into nearly 4,160 hours. It is possible that up to four half-time teaching assistant positions could be eliminated.

The fiscal impact can either be calculated as the elimination of the four teaching assistant positions (4,160 hours at \$6 per hour) or the "income" of an additional 4,160 volunteer hours, also valued at \$6 per hour. To either method, we have added the \$2,000 per year in reimbursable expenses for a total cost savings of approximately \$23,000.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Create a District Volunteer Coordinator position	\$23,000	\$23,000	\$23,000	\$23,000	\$23,000

**FINDING**

In 1996-97, adults (those age 21 to 49), comprised 69.9 percent of the volunteer population, while seniors, those over the age of 50, made up just 7.7 percent. In contrast, the 1990 census determined that adults comprised just 46.1 percent, while

seniors were 20.7 percent of the Clay County population. Clearly, the Clay County School District has an untapped resource in the large percentage of seniors in the area.

## **RECOMMENDATION**

### **Recommendation 7-19:**

#### **Intensify recruitment and training of senior volunteers.**

The District Volunteer Coordinator should develop a special outreach program to draw in the area's senior population. At over 20 percent of the local population, seniors represent a substantial pool of potential volunteers. Several school districts throughout Florida have successfully recruited their services.

Older citizens are often the most vocal opponents of school-related tax increases. By making older persons an integral part of public education and recognizing their services as valuable assets, the district will help secure their support.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                        |
|---|------------------------|
| 1. The District Volunteer Coordinator should explore the possibility of joining statewide and national intergenerational programs that perform outreach to older citizens in Clay County in order to increase the volunteer pool in Clay County schools.  | Fall 1998              |
| 2. The District Volunteer Coordinator should assist each school volunteer coordinator in identifying senior groups and organizations such as RSVP, AARP, Foster Grandparents, nursing homes, church groups, local senior centers, and other senior organizations in each school's immediate community area. Volunteers should be recruited from these groups. | 1998-99<br>School Year |
| 3. The Grants Development/Community Relations Specialist should explore the possibility of securing a grant from the State Departments of Education or Elder Affairs for intensifying the recruitment of older volunteers.  | Fall 1998              |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

## **FINDING**

Parent-faculty associations (PFAs) have had mixed success in the Clay County School District. In one school, a PFA was started only to fail a year later – there was simply

more interest in and support of that school's booster clubs. In other schools, PFAs have been very successful and contribute in tangible ways to the school community. As is often the case, PFAs are more widely implemented and active in elementary schools than in middle or high schools. Although it was reported to have existed as recently as two years ago, there is currently no districtwide PFA. Activities undertaken by PFAs include:

- monthly newsletter;
- good citizenship assemblies;
- buying 6<sup>th</sup> grade DARE T-shirts; and
- supporting all of the volunteer activities.

## **RECOMMENDATION**

### **Recommendation 7-20:**

**Develop a districtwide PFA which can address districtwide issues and foster communication among schools.**

A districtwide PFA would coordinate activities, collect information, and share successful ventures among the individual school PFAs. The districtwide PFA could also serve as an advisory group to the Superintendent.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                           |
|---|---------------------------|
| 1. The Superintendent should facilitate a "summit" of current PFA presidents to start a countywide PFA.               | Fall 1998                 |
| 2. The Superintendent and senior staff should provide support as requested for the development of the countywide PFA. | Commencing in Spring 1999 |

## **FISCAL IMPACT**

There is no cost associated with this recommendation.

## **7.5 Education Foundation**

### **CURRENT SITUATION**

Traditionally, business involvement in schools was limited to such activities as "adopting" a school, donating equipment, and providing representatives for Career Day. Nationally, the level of corporate giving to public schools has been a small fraction of what it has been to postsecondary institutions. Corporate giving to public schools in

1990 was less than \$250 million, equal to many single donations to a university or college. Most universities and colleges have a “development office,” charged with raising and securing funds from alumni, businesses, private donors, and philanthropies.

Florida statutes allow public school boards to create educational foundations as private, non-profit “direct support organizations” to raise funds. A direct support organization is defined in statute as an entity which “is organized and operated exclusively to receive, hold, invest, and administer property and make expenditures to or for the benefit of public pre-kindergarten through 12<sup>th</sup> grade education ... programs.”

The function of these educational foundations is to increase the level of corporate giving and to leverage supplemental funding for the schools. In 1996, the Florida Department of Education allotted \$500,000 statewide in matching funds to 59 educational foundations, for an average of \$8,621 per district with a foundation (not all counties have one). The foundations leverage this small amount of money as developmental “seed money” to reach out and convince the private sector to give meaningful monetary donations to schools.

## **FINDING**

The Clay County Education Foundation is a non-profit, 501(c)3 organization created in 1987. The Foundation was established for the “enhancement of educational excellence in the public schools.” To that end, the Foundation is to “receive, hold, invest, and administer property and to make expenditures to or for the benefit of public schools, kindergarten through adult education” in the district. To achieve this goal, the Foundation:

- rewards student excellence through scholarships;
- provides mini-grants to teachers; and
- provides medical assistance to needy students.

The Foundation is run by a Board of Directors of up to 30 members, each elected for two-year terms by the general membership at the annual membership meeting. Officers are elected by a majority vote of the Foundation Board of Directors and approved by the School Board. The Board meets once a month. There is no Executive Director for the Foundation; the Grants Development/Community Relations Specialist serves as a liaison.

The Foundation receives funding from a number of sources:

- membership contributions;
- grants and awards;
- revenues from ‘education’ license plates sales in the county;
- business donations;

- fund raisers; and
- employee payroll deductions.

Program expenditures by the Foundation for past few years are shown in Exhibit 7-5.

**EXHIBIT 7-5  
CLAY COUNTY EDUCATION FOUNDATION EXPENDITURES  
1994-95 THROUGH 1996-97**

<b>CATEGORY</b>	<b>1994-95</b>	<b>1995-96</b>	<b>1996-97</b>
Mini-Grants	\$12,216	\$8,082	\$8,989
Student Scholarships	6,275	6,000	9,600
Teacher/Employee Awards	1,500	2,000	2,000
Student Medical Assistance	413	801	268
<b>TOTAL</b>	<b>\$20,404</b>	<b>\$16,883</b>	<b>\$20,857</b>

In comparison with Lee County School District, a district reviewed last year by MGT, Clay County's Education Foundation is small. The Foundation for Lee County Schools, Inc., reported an estimated \$700,000 in funds and materials donated in 1995-96. Expenditures of the Foundation for Lee County Schools in that same year included \$40,000 for mini-grants for teachers, \$25,000 in teacher awards, and over \$200,000 in student scholarships. Even accounting for the fact that Lee County School District is approximately twice the size of Clay, Clay's Education Foundation awarded less than half that of the Lee Foundation.

At the end of the 1996-97 school year, the Foundation awarded 24 scholarships to graduating seniors. Since 1989, the Foundation has funded innovative projects that "enhance the curriculum." To receive a grant, teachers must submit an application which outlines:

- the project design (goals, objectives, and activities);
- how funds will be utilized;
- the number of students who will benefit; and
- how the project will help the curriculum.

Grant recipients are selected by a committee of teachers, administrators, and School Board members. Basic curriculum objectives as well as the arts and technology, are given preference. Preference is also given to projects with larger impact audiences. Grants range from \$400 to \$1,000 per awardee. Grant recipients in 1996-97 included such projects as:

- an integrated science, math, and technology unit on the tropical rain forest;

- an expansion of the local area network from five to 10 computers;
- a computerized reading management system that provides reading comprehension tests on computer; and
- a reading program that takes 100 second grade students on a make-believe cross-country adventure.

A Medical Assistance Program is also supported by the Foundation. A request for medical assistance is initiated by the social worker who identifies a particular need. This project is administered at the district level and has included assistance dollars for such items as medical co-pays, prescriptions, wheelchairs, and dental care.

## **RECOMMENDATION**

### **Recommendation 7-21:**

#### **Create a half-time Executive Director of the Clay County Education Foundation position.**

This position would assume responsibilities which would enable the Education Foundation to become a much more visible partner in the success of Clay County School District. The Executive Director would report to the Grants Development/Community Relations Specialist on a daily basis and would be accountable to the Education Foundation Board.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Superintendent should request that the Education Foundation create the Executive Director position.                  | July 1998   |
| 2. The Grants Development/Community Relations Specialist should draft a job description for the position.                   | August 1998 |
| 3. The Superintendent should work with the Specialist to determine the best method to fill the Executive Director position. | August 1998 |
| 4. The Grants Development/Community Relations Specialist should assist in the hiring of the Executive Director.             | June 1999   |

## **FISCAL IMPACT**

Assuming a salary of approximately \$20,000 per year plus benefits at a rate of 25.4 percent, this half-time position would require \$25,080 in funding for the first year. Half of this could be funded from the Education Foundation and the other half from the district budget. Renewal of this position would be contingent upon securing enough additional Education Foundation or outside grant funding to cover the full cost of the



position. If funding allows, this position could be expanded to full-time at the discretion of the Foundation Board.

It is estimated conservatively that creating this position will generate at least double the current amount of donations, thus providing the Foundation, and the district, with at least an additional \$40,000 by 1999-2000 and \$10,000 more each consecutive year.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Create Executive Director of the Education Foundation*	(\$25,080)	\$14,920	\$14,920	\$14,920	\$14,920

\*figures include both district and Foundation funds.

## **7.6 Business Partnerships**

### **CURRENT SITUATION**

The objective of the "Partners in Education" Program in Clay County is "to encourage involvement of businesses and civic organizations in our schools and to work together to make a difference in the education of our youth."

Florida legislation addresses ties between public schools and the private sector in the "Florida Private Sector and Education Partnership Act" (Section 229.602, Florida Statutes). This Act recognizes the benefits to teachers, schools, and student from the support, recognition, and expertise provided by the business community as well as the benefits to the business community by enhancing its image and enlarging its pool of potential employees. The legislation states that "local communities with strong support from the business community have better educational systems, contributing to a better quality of life, greater community stability, and a healthier economic climate."

### **FINDING**

Clay County has a successful mentor program in which a volunteer from a local business is paired with a student in either elementary or middle school and then works with that student for the rest of his academic career in the district. The central office provides each school with a handbook to assist in the development of their mentor program.

Business Partners in Clay County agree to provide any number of services to schools, including:

- employee release time to tutor, mentor, speak to, or read to students;
- career shadowing opportunities;

- display space for student work;
- equipment or food;
- financial support;
- sponsorship of seminars and workshops;
- purchase of books; and
- specialized company resources, such as video or desktop publishing expertise.

Exhibit 7-6 shows the current business partners for each Clay County school. As the exhibit shows, the number of business partners varies a great deal among the schools - some elementary schools have as many as 16 business partners, some as few as one.

During interviews with business leaders in Clay County, a number of issues were raised regarding business partnerships. These business leaders indicated:

- they knew of no recognition programs for business partners;
- they felt Clay County School District does not actively prospect businesses; and
- in their experience, teachers who have their classes receive business leaders as speakers are often unprepared and the students are rude and uninterested.

Several interviewees also indicated that they were former business partners, but had ended the partnership because they did not feel it to be beneficial.

Interviews with school representatives also indicated some difficulties with business partnerships. While it was noted that business partnerships are working well in some schools, several school representatives indicated that many companies donate time, money, equipment without receiving the benefits and recognition of an official partnership. In other cases, official business partners were noted as “doing little.”

**EXHIBIT 7-6  
CLAY COUNTY SCHOOL DISTRICT  
BUSINESS PARTNERS IN EDUCATION  
1997-98 SCHOOL YEAR**

SCHOOL	PARTNERS	
Charles E. Bennett Elementary	McDonald's HS-11 Penney Farm	Retirement Community Employees of Barnett Bank Pizza Hut
W.E. Cherry Elementary	AIMD-Work Center 610 Target Stores Hall's Nursery Ryan's Family Steak House Quincy's Restaurant	Discovery Zone Publix
Clay Hill Elementary	Air antisubmarine Squadron 31	Ryan's Family Steak House
Doctors Inlet Elementary	Wal-Mart Doctors Inlet PFA NAVCOMTELSTA Earthy Exteriors Nursery Ryan's Family Steak House	Publix of Fleming Island Sertoma, Inc.
Grove Park Elementary	Holly Point Manor Boy Scout Troop #433 Grove Park's Parent Faculty Association HS-7 1 <sup>st</sup> Performance	Bank/Compass McDonald's Cub Scout Pack #433 Winn Dixie Store #41
S. Bryan Jennings Elementary	NAMTRAGRUDENT The Loop Putt-Putt Golf Fazoli's Krispy Kreme	
Keystone Heights Elementary	Miller's Supermarket Florida Army Guard/Camp Blanding Johnny's Bar-B-Que Stop Hardee's of Keystone Heights Bryan's Ace Hardware	
Lake Asbury Elementary	Domino's Pizza Flowers by Watson Roger Hall Inc. Florida Solite Company N.E. Florida Irrigation Equipment	G & T Feed Middleburg Feed & Feather

**EXHIBIT 7-6 (Continued)**  
**CLAY COUNTY SCHOOL DISTRICT**  
**BUSINESS PARTNERS IN EDUCATION**  
**1997-98 SCHOOL YEAR**

SCHOOL	PARTNERS		
Lakeside Elementary	Larry's Ice Cream and Yogurt Ryan's Family Steak House Skate & Space HS-5 Domino's	Barnett Bank at Kingsley	
Middleburg Elementary	Country Flowers Stone, Joca, & Mahoney Woodmen of the World Dancing with Denny Veterans of Foreign Wars	Strike Fighter Squadron 106 Pizza Hut Domino's Pizza Albertsons Getaway Travel	
Montclair Elementary	Prudential Insurance Orange Park Post Office VFA-136 Knighthawks Ryan's Family Steakhouse McDonald's	Getaway Travel Strike Fighter Squadron 136	
Orange Park Elementary	O.P.E. Parent Faculty Mister Doughnut VS-24 Cecil Field Pizza Hut Waffle House #323	Subway Chick Fil-A Robert's Florist Prudential Network Realty	
R.M. Paterson Elementary	Great Hang-Ups Champion's Craft & Decorating The Loop Restaurant Ryan's Family Steak Houses Publix Super Markets	Green Cove Springs Post Office Air Operations Dept., Cecil Field VQ-6 FAIRECONRON, Cecil Field Fleming Island Fire Station	
Ridgeview Elementary	Albertsons First Union National Bank, Country Corner Market Wal-Mart Patches	International House of Pancakes IBM Hagan Ace hardware Ryan's Family Steakhouse Larry's Ice Cream	Anchor Glass Container Ridgeview Elementary PFA U.S. Customs, Dept. of Treasury Domino's Pizza VP 62
Tynes Elementary	Middleburg Fire Department Middleburg VFW Mountasia McDonald's Albertsons		

**EXHIBIT 7-6 (Continued)  
CLAY COUNTY SCHOOL DISTRICT  
BUSINESS PARTNERS IN EDUCATION  
1997-98 SCHOOL YEAR**

SCHOOL	PARTNERS		
Wilkinson Elementary	Walgreens Mountasia Eckerd's Larry's Giant Subs Norman's Family Restaurant		
Green Cove Springs Middle	Taylor Precast Inc. Pizza Hut Green Cove Springs Post Office McDonald's of Green Cove Springs Ryan's Family Steak House	Penney Farms Retirement Community K-Mart The Loop Pic N Save Publix-Eagle Harbor	Cedar River Oyster and Seafood
Lakeside Junior High	Clay Electric Cooperative Navy Disease Vector Ecology Control Center, VFA 203 Naval Reserve Strike Fighter Squadron Clay Family YMCA	Register Contracting, Inc.	
Orange Park Junior High	Ryan's family Steak House I.T.T. Technical Institute AIMD Frank Griffin Jeep Eagle Orange Park Rotary Club		
Ridgeview Junior High	Orange Park Hospital VS-32 VFA 106, Cecil Field		
Wilkinson Junior High	VFA 106 NAESU First Union Bank Clay Hill Feed Store McKendry Karate	Black Creek Veterinary Hospital ERA Realty Hardee's CCTX Mortgage Naval Aviation Engineering Service Unit	First Union Bank Hardee's of Middleburg Division of Forestry Jax District Western World Gilman Building Products Co. Ravines Golf Corp. McDonald's of Middleburg A Stitch Above Gingerbread Farm

**EXHIBIT 7-6 (Continued)**  
**CLAY COUNTY SCHOOL DISTRICT**  
**BUSINESS PARTNERS IN EDUCATION**  
**1997-98 SCHOOL YEAR**

SCHOOL	PARTNERS	
Clay High	Food Lion Distribution Center Florida Air National Guard (202 Red Horse Civil Engineer Squadron) Magnolia Point Golf Course	
Keystone Heights Jr/Sr High School	Miller's Supervalu Store Florida Air National Guard #202 Red Horse Squadron	
Middleburg High	Marine Corps Reserve Continental Cablevision NAS Cecil Field/Ace's Place McDonald's of Orange Park Southern Bell	
Orange Park High	Orange Park Country Club Orange Park Mall Home Depot	
Bannerman	Albertson's	
Clay County School Board	Pace Island City of Green Cove Springs Eagle Harbor Magnolia Point Country Club City of Keystone Heights	Town of Orange Park Clay County Sheriff's Dept.

Source: Clay County School District, 1997.

## **RECOMMENDATION**

### **Recommendation 7-22:**

**Focus more district attention on the development of effective business partnerships.**

One of the responsibilities of the District Volunteer Coordinator should be to assist schools in improving existing business partnerships and in the active solicitation of new partnerships. The Coordinator should also develop a districtwide recognition program for businesses based on the level of monetary assistance provided to schools. The recognition program could include a district awards ceremony, mention of the most generous business partners on Channel 29, the district's Web page, and in the *Educator*, personal letters from the Superintendent, etc.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |               |
|--|---------------|
| 1. The District Volunteer Coordinator should review all existing business partnerships.  | January 1999  |
| 2. The Coordinator should interview a sampling of principals to determine the most valuable aspects of business partnerships for the schools.  | February 1999 |
| 3. The Coordinator should interview a sampling of business partners to determine the most valuable aspects of partnerships for the businesses. | February 1999 |
| 4. The Coordinator should develop revised guidelines for business partnerships.  | Spring 1999   |
| 5. The Coordinator should develop a recognition program for business partners.   | May 1999      |
| 6. The Coordinator should actively solicit new business partnerships for needy schools.  | Summer 1999   |

## **FISCAL IMPACT**

There is no cost associated with this recommendation. It can be accomplished with existing resources. However, the potential for additional funding for the district that could be generated through this recommendation is at least an additional \$15,000 in monetary and other contributions per year from the business community. School systems similar in size to the Clay County School District have often generated in excess of \$50,000 annually from business partnerships. Therefore, this cost estimate is very conservative.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Augment Business Partnerships	\$7,500	\$15,000	\$15,000	\$15,000	\$15,000

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## **8.0 FACILITIES USE AND MANAGEMENT**

This chapter presents the results of the review of the Clay County School District facilities management function. The specific functions reviewed are:

- 8.1 Organizational Structure
- 8.2 Facilities Planning, Design, and Construction
- 8.3 Facilities Operations (including energy management)
- 8.4 Facilities Maintenance

The Request for Proposals (RFP) issued by OPPAGA required that the facilities review include the best financial practices and indicators, and these indicators were used as a guide as the review was conducted.

A comprehensive facilities management program should coordinate all the physical resources in the school district. The administration of the program must effectively integrate facilities planning with the other aspects of institutional planning. As such, the administrator for plant maintenance should participate in the design and construction activities within the school system. Conversely, the construction management personnel should be knowledgeable of the operations and maintenance activities.

To be effective, facilities managers must be involved in strategic planning activities. The facilities and construction management departments must operate under clearly defined policies and procedures, and activities must be monitored in order to accommodate changes in the resources and needs of the programs within the district.

### **8.1 Organizational Structure**

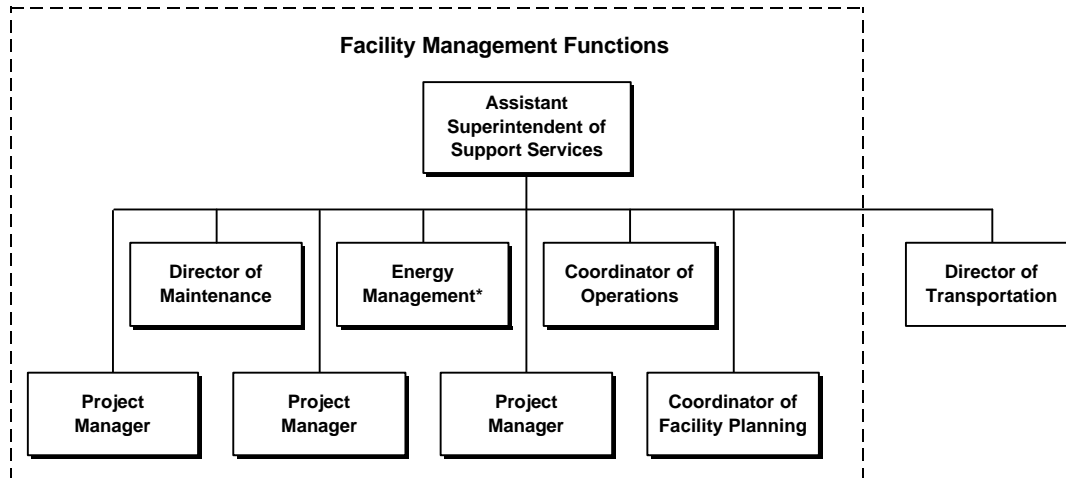
#### **CURRENT SITUATION**

The facilities management functions of the Clay County School District are under the Assistant Superintendent of Support Services. These functions consist of the Maintenance Department, the Operations Department, the Coordinator of Facility Planning, and Construction. Exhibit 8-1 presents the organizational chart for all the functions under the Assistant Superintendent of Support Services, which also includes Transportation. The organizational chart shows the facilities energy management function as a separate entity, but it should be noted that the Assistant Superintendent actually performs these duties.

Facilities management is responsible for all schools and 15 other district facilities totaling 4,272,445 gross square feet. The division is responsible for planning and constructing new facilities, and the maintenance and operation of existing facilities that include custodial services, pest control services and safety procedures, and energy management.



**EXHIBIT 8-1  
DIVISION OF SUPPORT SERVICES  
ORGANIZATIONAL CHART  
1997-98**



Source: Clay County School District, Division of Support Services, 1998.

\*The duties of energy management are performed by the Assistant Superintendent.

**FINDING**

The Assistant Superintendent for Support Services in the Clay County School District is responsible for a range of functions which is typical for school districts. The organization of these functions under the Assistant Superintendent is also typical with the exception of the planning, construction, and energy management functions.

The planning and construction functions are staffed by one coordinator and three project managers who all report directly to the Assistant Superintendent. The energy management function is staffed by the Assistant Superintendent. There are eight staff positions reporting directly to the Assistant Superintendent and some of these staff positions have similar duties.

While this organizational scheme may allow the Assistant Superintendent to stay in close contact with planning and construction staff, it also puts an organizational emphasis for the Assistant Superintendent on the details of planning and construction and energy management. The review team's analysis found that the Assistant Superintendent has too great a span of control and should focus more at a broader level by establishing the clear direction for all facility management functions.

**RECOMMENDATION**

**Recommendation 8-1:**

**Reorganize the facility management functions under the Assistant Superintendent of Support Services so that planning and construction are under one director and energy management is under the Department of Operations.**

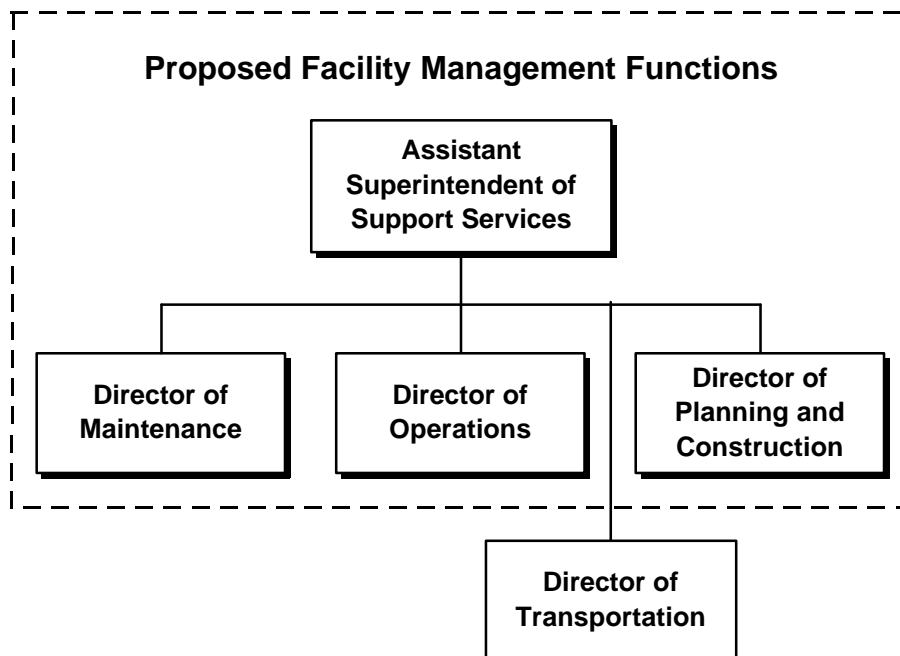
Clay County is a growing district and, as such, will have a greater investment in its facilities as time passes. It is critical, in a time of growth for a school district, that the appropriate level of quality planning is instituted in order to provide cost effective and educationally suitable facilities. While the review team commends the quality of work performed by the Assistant Superintendent, we found that the Assistant Superintendent of Support Services does not have the necessary time to devote to conducting research and comparison studies necessary for long-range strategic planning.

This recommendation would consolidate the planning and construction functions under one director. This action will ensure that there is continuity throughout the planning process for new school facilities and that both details and broad goals are fulfilled. The Director of Planning, Design and Construction should have experience in school planning and architecture/construction.

In addition, the energy management function should come under the Division of Operations where it logically falls. The addition of new facilities, and the associated utility bills, will become an increasingly greater operating cost to the district. It is critical that the district focus sufficient attention to this cost function in order to maximize the use of its resources. This step in the recommendation would require the elimination of the position of Coordinator of Operations in order to create a Director of Operations. The Director of Operations should have the necessary qualifications to manage energy management, custodial services, pest control, and safety procedures.

Exhibit 8-2 presents the proposed reorganization chart for this recommendation.

**EXHIBIT 8-2  
PROPOSED REORGANIZATION OF THE  
DIVISION OF SUPPORT SERVICES**



## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                |
|---|----------------|
| 1. The Assistant Superintendent, in conjunction with the appropriate staff, should prepare job descriptions for the new positions of Director of Planning, Design, and Construction, and Director of Operations, and submit them to the Superintendent and Board for review and approval. | May 1998       |
| 2. The Board should review and approve the new positions.   | June 1998      |
| 3. The District should advertise for and fill the positions.  | Summer 1998    |
| 4. The Assistant Superintendent should implement the proposed reorganization.   | September 1998 |

### **FISCAL IMPACT**

The salary for the two new director positions should be set approximately \$55,000 annually. The annual fiscal impact would be approximately \$138,000 (\$55,000 + 25.4 percent for benefits = \$68,970 x 2 = \$137,940). (See Section 8.3 for the fiscal impact of eliminating the Coordinator of Operations position.)

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Reorganize Facilities Management	(\$115,000)	(\$138,000)	(\$138,000)	(\$138,000)	(\$138,000)

## **8.2 Facilities Planning, Design, and Construction**

The planning, design, and construction of school facilities are critical functions for a school district and must be executed in a highly efficient and effective manner to meet the district's mission of providing quality education.

The planning function must project the need for new facilities, the need for renovations and remodels, and the most appropriate locations in the district for these projects. The design function must provide facility designs that meet the needs of the educational programs and attain the best value for every dollar spent. The best planning can become ineffective if the execution during the construction phase is not carried out in a thoroughly professional manner. Projects that are poorly planned, designed, or constructed become a drain on a district's resources for the following 40 to 50 years.

### **8.2.1 Organizational Structure**

#### **CURRENT SITUATION**

The planning, design, and construction functions are carried out by four staff members who all report directly to the Assistant Superintendent of Support Services. As was stated in Section 8.1, the responsibility of directly overseeing these four staff members

in addition to the other assigned duties, is an inappropriate and inefficient use of the Assistant Superintendent's time.

Exhibit 8-3 presents an organizational chart for the planning function as it currently exists.

**EXHIBIT 8-3  
PLANNING FUNCTION ORGANIZATIONAL CHART  
1997-98**

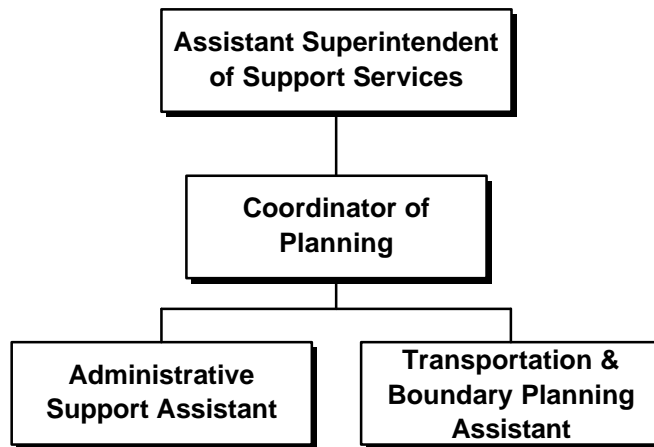


Exhibit 8-4 presents an organizational chart for the design and construction function as it currently exists.

**EXHIBIT 8-4  
DESIGN AND CONSTRUCTION FUNCTION  
ORGANIZATIONAL CHART  
1997-98**

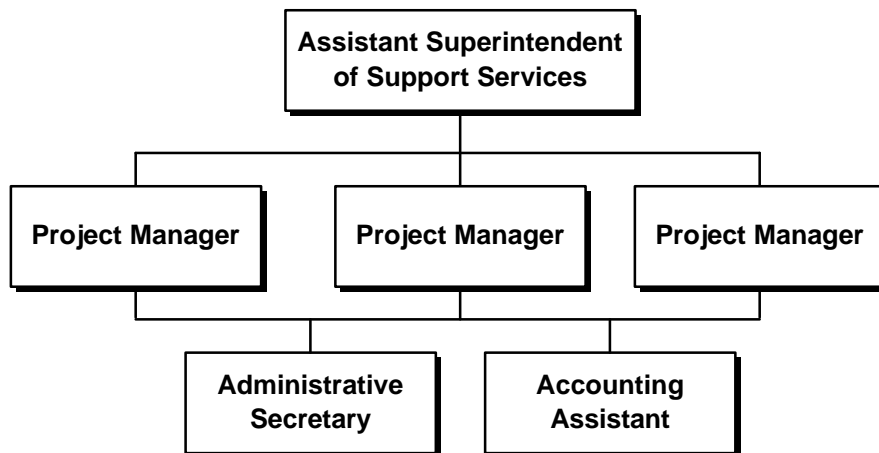
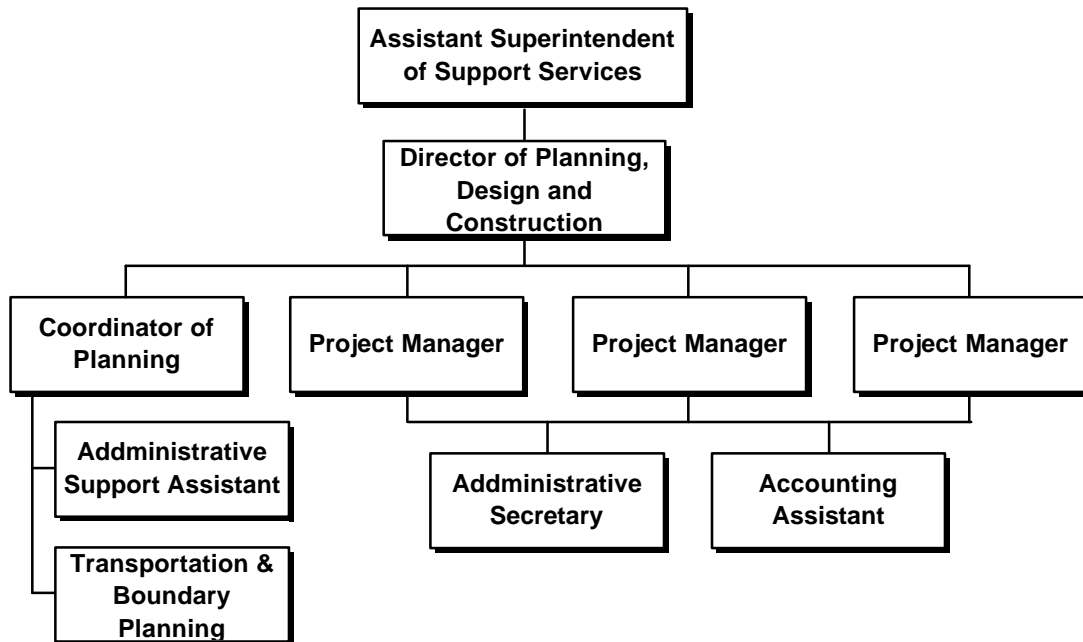


Exhibit 8-5 presents a proposed organizational chart for the planning, design and construction functions in support of Recommendation 8-1. This organizational model will unify functions and relieve the Assistant Superintendent of certain direct responsibilities. All positions shown in this chart are existing except for the Director, which was created in Recommendation 8-1.

**EXHIBIT 8-5  
PROPOSED ORGANIZATIONAL CHART  
DEPARTMENT OF PLANNING, DESIGN, AND CONSTRUCTION**



**NOTE: SEE RECOMMENDATION 8-1.**

### **8.2.2 Planning**

#### **CURRENT SITUATION**

The planning process is conducted primarily by the Assistant Superintendent of Support Services and the Coordinator of Planning. At the end of the planning process, the Project Managers assume the responsibility for the design and construction process. The planning process for facilities in Clay County School District is comprised of the following components:

- **Needs Assessment:** Each year a needs assessment is conducted by the Assistant Superintendent of Support Services for each educational facility. The results of the survey are reviewed, categorized and prioritized. The final needs assessment becomes the basis for the five-year Annual and Long-Range Capital Projects Plan.

- **Demographic Study:** A demographic study is conducted yearly utilizing the county's data, the Florida Department of Education data, principal projections, and an analysis of historical data conducted by the Coordinator of Planning. Exhibit 8-6 presents a comparison of the enrollment projections prepared by the Florida Department of Education and the Clay County School District between 1993-94 and 1997-98.

**EXHIBIT 8-6  
ENROLLMENT PROJECTION COMPARISONS  
1993-94 THROUGH 1997-98**

YEAR	FLORIDA DEPARTMENT OF EDUCATION PROJECTION	CLAY COUNTY PRINCIPAL PROJECTIONS	ACTUAL AVERAGE ENROLLMENT	% DIFFERENCE	
				FLORIDA DEPARTMENT OF EDUCATION	CLAY
1993-94	23,304	23,473	23,103	100.87%	101.60%
1994-95	23,279	23,301	23,849	97.61%	97.70%
1995-96	24,277	24,353	24,824	97.80%	98.10%
1996-97	25,642	25,809	25,779	99.47%	100.12%
1997-98	27,105	27,277	26,635	101.76%	102.41%

Source: Clay County School District and Florida Department of Education, 1998.

- **Facility Utilization:** To ensure appropriate facility utilization, the district conducts an annual evaluation to establish student capacity and classroom utilization using the Florida Inventory of School Houses (FISH) inventory.
- **Redistricting:** As a result of the demographic studies, redistricting procedures are enacted to resolve overcrowding and maximize the utilization of school facilities. A redistricting committee is appointed and consists of parents, school principals, and district office staff. This committee holds a series of public meetings to develop a plan by consensus. The process and the data used by the committee are well documented. Exhibit 8-7 presents a history of redistricting activities.
- **Site Selection:** When it is determined, by the above processes, that a new school facility is required in the district, the Coordinator of Planning, the Assistant Superintendent of Support Services, and two Project Managers select and review potential sites using a checklist which conforms to the State Requirements for Educational Facilities. The County Planner is also consulted for developmental issues. After the initial review, other departmental staff review the site for issues such as economic impact, transportation, program needs, etc. Three sites are recommended to the Board. The Board holds three public meetings and chooses the final site.

**EXHIBIT 8-7  
REDISTRICTING ACTIVITIES IN THE CLAY COUNTY SCHOOL DISTRICT  
1993-94 THROUGH 1998-99**

<b>YEAR</b>	<b>ACTIVITY</b>
1993-94	New boundaries were drawn for Green Cove M.S., Charles E. Bennett, and Clay H.S. as a result of restructuring Green Cove Elem.
1994-95	The construction of Tynes Elementary resulted in adjustments to the districts of five additional schools.
1995-96	Senior High boundaries were adjusted to alleviate overcrowding at Orange Park High.
1996-97	The construction of two new elementary schools resulted in the redistricting of four existing elementary schools.
1998-99	The senior and junior high boundaries will be adjusted to reflect the grade reorganization (shifting the ninth grade from the junior to the senior highs) and the conversion of Ridgeview Junior High to a senior high.

Source: Clay County School District, Division of Support Services, 1998.

- **Property Acquisition:** Two appraisals are acquired prior to the purchase of any site. The Clay County School District has also used condemnation procedures to acquire property when necessary.
  
- **Educational Specifications:** Educational specifications are prepared for each new facility or major renovation of an existing facility. The Coordinator of Planning leads the effort and incorporates the input of school administrators, faculty, and maintenance staff. The educational specifications for the last three new schools built by the district, all of which were elementary schools, were based on a prototypical school design.
  
- **Capital Projects Plan:** The Division of Support Services annually prepares a Annual and Long-Range (Five-Year) Capital Projects Plan. The plan contains the following five sections:
  1. Funding – identifies all funding used to support all projects in the plan.
  2. General Capital Outlay – identifies the major facility projects planned for the district and the associated funding in the priority order.
  3. Special Maintenance – contains the major renovation, remodeling, and/or replacement of facility components for the district.
  4. Safety-to-Life – lists all projects identified by the District's Safety Officer in a prioritized order.

5. Supplemental – contains fundamental planning documents that support the Capital Projects Plan.

#### **FINDING**

The Coordinator of Planning uses data from a variety of sources and acquires the input from district staff and the public for the planning process. The process is well documented, efficiently conducted, and comprehensive.

The Clay County School District makes accurate enrollment projections, adjusts attendance boundaries to balance enrollments, and evaluates new sites appropriately and thoroughly.

#### **COMMENDATION**

**The Clay County School District is commended for utilizing a comprehensive and logical planning process.**

### **8.2.3 Design and Construction**

#### **CURRENT SITUATION**

The design and construction function is conducted by three project managers under the supervision of the Assistant Superintendent of Support Services. Once the Capital Projects Plan is approved by the Board, the architect selection process begins for the prioritized projects. This process is conducted by a committee and follows a standardized process.

The design of new elementary school facilities is based on a prototype design that the district has used before. User experience and maintenance history are incorporated to improve the design. The design is based on the educational concept of self-contained classrooms. There are four major architectural elements to the design, the administrative building, the media center building, the classroom wings, and relocatable classrooms. Elementary schools are planned to have 50 percent of the classrooms in relocatable buildings. Secondary schools are planned to have 67 percent in relocatable classrooms.

The design and construction document process consists of three phases: Phase I (Schematic), Phase II (Preliminary), and Phase III (Final). At the completion of Phase I, which has the input of maintenance staff and the users, the project is approved by the Board. Phase II is reviewed to ensure all previous reviewed comments have been incorporated. Phase III is again approved by the Board prior to the project being put out to bid. The architect provides a cost estimate at each phase and this cost estimate is reviewed to ensure compliance with the budget as established by the Capital Projects Plan.

After the contractor is selected, the district issues a change order directing the contractor to eliminate most materials (from 80 to 90 percent) from his bid. The district



then buys the materials directly, thereby saving the sales tax that the contractor would have to charge. This is called a direct purchase change order.

The Project Managers supervise the projects through construction. Industry standard procedures are followed for inspections, change orders, and close out procedures. An analysis of new and remodeled projects constructed within the past five years is presented in Exhibit 8-8.

#### **FINDING**

The amount and type of change orders executed during the construction process are a measure of the quality of the contract documents and the management of the construction process. Exhibit 8-8 indicates that Clay County School District executed change orders in an amount of 0.8 percent of the total construction cost on new construction projects, and 2.2 percent on remodel/renovation projects. (These percentages reflect the percentage after district-initiated change orders were deducted.) The Council of Educational Facility Planners International (CEFPI) recommends a budget for change orders in the range of three to four percent.

#### **COMMENDATION**

**The Clay County School District is commended for keeping change orders at or below an average of two percent of construction costs.**

#### **FINDING**

Exhibit 8-8 indicates that the district is building new elementary schools for an average of \$75 per square foot. The nationally recognized cost estimating publication, R. S. Means, projects a square foot cost for the Jacksonville area of \$72 per square foot. The Florida Department of Education has published data indicating the average cost per square foot for 24 schools built in 1995 was \$88. While Clay County is below the state average, and only slightly above the R.S. Means average, the Clay County cost figure includes approximately one half of the classrooms that were built as relocatables at approximately \$32 per square foot.

The district is presently housing approximately 60 percent of its students in relocatable classrooms. The objective of this practice is to save money and to provide for shifting student populations. The primary concern with the use of relocatable classrooms, is the tendency to keep adding classrooms to a school site and overload the capacity of the core facilities (e.g. the media center, the cafeteria, etc.). This review did not find examples of the district overloading its core facilities through the use of relocatables.

**EXHIBIT 8-8  
HISTORY OF CONSTRUCTION PROJECTS  
1993-94 THROUGH 1997-98**

<b>PROJECT</b>	<b>ESTIMATE</b>	<b>TOTAL COST</b>	<b>% DIFFERENCE</b>	<b>% OF CHANGE ORDER</b>	<b>TOTAL SQUARE FEET</b>	<b>COST PER SQUARE FEET</b>
Tynes Elementary	\$7,000,000	\$7,527,660	107.54%	3.0%	125,768	\$59.85
McRae Elementary	\$6,156,998	\$7,453,016	121.05%	-0.3%	82,924	\$89.88
Fleming Island Elementary	\$7,385,236	\$8,386,391	113.56%	-0.4%	109,606	\$76.51
<b>Average for new Elementary Schools</b>			<b>113.75%</b>			<b>\$75.42</b>
Addition - Wilkinson Jr. High	\$3,343,794	\$3,240,720	96.92%	3.2%	32,766	\$98.90
Remodel - Bennett Elem.	\$1,023,235	\$1,393,568	136.19%	3.2%	15,972	\$87.25
Remodel - Green Cove Springs	\$1,363,623	\$1,391,554	102.05%	3.2%	18,062	\$77.04
Clinic - Bannerman L.C.	\$ 258,000	\$ 357,300	138.49%	0.9%	4,008	\$89.15
Labs - Green Cove Springs	\$1,402,188	\$1,447,222	103.21%	2.1%	15,482	\$93.48
Remodel - Lakeside Jr. High	\$1,003,544	\$ 985,918	98.24%	0.7%	8,964	\$109.99
Remodel - Orange Park Jr. High	\$ 904,000	\$1,031,145	114.06%	1.9%	8,964	\$115.03
Remodel - Ridgeview Jr. High	\$ 960,000	\$ 938,079	97.72%	2.3%	8,964	\$104.65
<b>Average for Remodels/and Additions</b>			<b>105.14%</b>			<b>\$96.94</b>

Source: Clay County School District, Division of Support Services, 1998.

While the district is saving on the initial construction cost of a new school facility, it is not clear that the district is investing its limited resources in the best possible way on a long-term basis. The use of relocatable construction, is essentially the use of lower quality construction, which may have additional costs beyond the initial purchase price.

## **RECOMMENDATION**

### **Recommendation 8-2:**

#### **Conduct a life cycle cost analysis of the use of relocatable classrooms versus permanent construction.**

It is apparent that the district is saving funds on the initial costs of a school facility by using relocateable buildings for 50 percent of its classrooms. However it is not clear if the district is spending more money in the long-term on maintenance and building replacement by using this less expensive type of construction. A life cycle cost analysis would examine all costs, initial and long-term, associated with each type of construction.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Planning, Design and Construction (or the Assistant Superintendent of Support Services) should prepare a life cycle cost analysis of the use of relocateable buildings versus the use of permanent construction. July 1998
2. The Director should present the results of the analysis to the Board. September 1998
3. The Board should review the analysis and develop a policy on the use of relocatable buildings which reflects the most efficient use of the district's resources. October 1998

## **FISCAL IMPACT**

The life cycle cost analysis can be conducted within the existing resources of the district. (This kind of analysis is an example of the types of studies that the current Assistant Superintendent does not have the time or resources to conduct, and reinforces the need for a Director of Planning, Design and Construction.) The fiscal impact of a new policy as a result of the analysis is impossible to project at this time.

## **FINDING**

Through the direct purchase change order system, the district saves an average of 2.3 percent of the contract amount on the purchase of building materials for each project. (This 2.3 percent is equivalent to approximately six percent of the cost of the materials, or essentially the sales tax.) Exhibit 8-9 presents the results of this program.

**EXHIBIT 8-9  
SAVINGS DUE TO DIRECT PURCHASES  
1993-94 THROUGH 1996-97**

PROJECT	DATE	ORIGINAL CONTRACT AWARD	CHANGE ORDER	NET SAVINGS	% OF CHANGE ORDER	% OF CONTRACT
Tynes Elementary	Apr. 1993	\$ 6,763,000	\$ 2,266,463	\$ 129,643	6%	1.9%
McRae Elementary	Feb. 1995	\$ 7,139,400	\$ 2,636,718	\$ 154,785	6%	2.2%
Fleming Island	Apr. 1995	\$ 5,521,000	\$ 2,663,210	\$ 155,851	6%	2.8%
Lakeside Jr. High	Aug. 1995	\$ 934,470	\$ 272,338	\$ 17,677	6%	1.9%
Green Cove Springs	Oct. 1995	\$ 1,288,800	\$ 463,825	\$ 26,852	6%	2.1%
Orange Park Jr/ High	Jan. 1997	\$ 950,450	\$ 235,344	\$ 15,289	6%	1.6%
Ridgeview J. High	Feb. 1997	\$ 884,082	\$ 322,442	\$ 20,613	6%	2.3%
Covered Walkways	Apr. 1997	\$ 281,800	\$ 161,963	\$ 10,596	7%	3.8%
Relocatable Classrooms	Apr. 1997	\$ 1,540,000	\$ 721,219	\$ 47,183	7%	3.1%
<b>TOTAL</b>		<b>\$25,303,002</b>	<b>\$ 9,743,522</b>	<b>\$578,488</b>	<b>6%</b>	<b>2.3%</b>

Source: Clay County School District, Division of Support Services, 1997.

#### COMMENDATION

**The Clay County School District is commended for utilizing the direct purchase program to achieve cost savings.**

#### RECOMMENDATION

##### Recommendation 8-3:

**Restructure the direct purchase program to achieve savings beyond sales tax that would include the contractor's overhead and profit.**

At the present time, the district only deducts the contractor's cost of materials from the contract amount. This allow the contractor to realize the overhead and profit mark-up on materials that are being purchased by the district. An industry-wide typical overhead and profit mark-up is 15 percent. The national estimating publication, R.S. Means, uses this figure consistently, and it is a practice MGT has seen implemented in school districts throughout the country.

The concept of owner-supplied materials in construction projects is not new or unique. An owner will supply materials to a contractor when the owner can purchase the materials at the contractor's price and, thereby, save on the contractor overhead and profit mark-up. The owner assumes some risk and the contractor is relieved of some risk. The district should realize, not only the sales tax savings, but also the contractor's profit and overhead savings by purchasing construction materials. The contractor will still charge an overhead and profit on all labor to install the materials.

Exhibit 8-10 presents the savings the district could have realized on past projects.

**EXHIBIT 8-10  
PROJECTED SAVINGS FOR DIRECT PURCHASE PROGRAM  
1993-94 THROUGH 1996-97**

<b>PROJECT</b>	<b>DATE</b>	<b>ORIGINAL CONTRACT AWARD</b>	<b>CHANGE ORDER AMOUNT</b>	<b>PROFIT AND OVERHEAD AT 15%</b>
Tynes Elementary	Apr. 1993	\$6,763,000	\$2,266,463	\$339,969
McRae Elementary	Feb. 1995	\$7,139,400	\$2,636,718	\$395,508
Fleming Island	Apr. 1995	\$5,521,000	\$2,663,210	\$399,482
Lakeside Jr. High	Aug. 1995	\$934,470	\$272,338	\$40,851
Green Cove Springs	Oct. 1995	\$1,288,800	\$463,825	\$69,574
Orange Park Jr./High	Jan. 1997	\$950,450	\$235,344	\$35,302
Ridgeview Jr. High	Feb. 1997	\$884,082	\$322,442	\$48,366
Covered Walkways	Apr. 1997	\$281,800	\$161,963	\$24,294
Relocatable Classrooms	Apr. 1997	\$1,540,000	\$721,219	\$108,183
<b>TOTAL</b>		<b>\$25,303,002</b>	<b>\$9,743,522</b>	<b>\$1,461,528</b>

Source: Clay County School District, Division of Support Services, 1997.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent of Support Services should modify the direct purchase system to include the contractor's profit and overhead mark-up on the materials deducted from the contract award. July 1998
2. The Superintendent should present the modified program to the Board for its review and approval. August 1998
3. The Board should approve the modified program and the Assistant Superintendent shall institute it. September 1998

**FISCAL IMPACT**

The projected growth for the Clay County School District would indicate that it will need to continue a building program similar in scale to the last four years. Given this trend, the modified direct purchase program can expect to realize an annual savings of at least the amount projected in Exhibit 8-10 ( $\$1,461,528 / 4 = \$365,382$ ). The amount of profit and overhead will vary from contractor to contractor, and the district will incur some additional overhead in managing the program. Therefore, the savings to the district is projected to be approximately \$300,000 per year.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Modify Direct Purchase Program	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000

Note: The modification of the direct purchase program will require the district to modify a long-held practice with its contractors. However, if implemented, the facilities construction function in the Clay County School District will be significantly more cost effective. The benefits of this recommendation must be weighted against those resulting from this long-standing practice.

## **FINDING**

The Clay County School District's prototype design for elementary schools is rigidly based on the self-contained classroom educational model. The prototype places classrooms in a linear configuration along wings. This configuration supports the use of relocatable classrooms that are placed in a linear extension of the classroom wing. The administrative function and the media center are placed in separate buildings.

This prototype design limits the effective use of other educational models. Other prototype designs, in common use today, configure a group of classrooms around a common space. The media center is placed in close proximity to the classrooms. This arrangement encourages teachers to share resources and creates a classroom community atmosphere, while still allowing for the self-contained classroom. In other words, a more sophisticated prototype design can support the application of several different educational models.

## **RECOMMENDATION**

### **Recommendation 8-4:**

**Redesign the prototype now in use to support the application of a wider span of educational models.**

The team found the prototype presently in use by the district to be very limited in its ability to support other educational models and it restricts the ability of teachers to use a variety of educational approaches in the classroom.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent shall appoint a committee to investigate prototype designs now being used by other districts. The committee shall have representatives from the curriculum areas as well as design and construction staff. July 1998
2. The committee shall select a new prototype design to be used on a trial basis for the next new facility. November 1998
3. The committee shall present the new prototype design to the Board for its review and approval. January 1998

## **FISCAL IMPACT**

The development of a new prototype design can be accomplished within the existing resources of the district. The fiscal impact of utilizing the new prototype design is impossible to project at this time, but a positive fiscal impact should be one of the goals for the new prototype.

### **8.3 Facilities Operations**

This section presents the results of the review of the Operations Department. The functions reviewed in this department were organizational structure, custodial services, and energy management (in support of Recommendation 8-1). The safety function in the Operations Department is reviewed elsewhere in this report (Chapter 15).

#### **8.3.1 Organizational Structure**

The Operations Department is under the responsibility of the Coordinator of Operations. The functions in the department include custodial services, pest control, small engine repair, and (as of January 1, 1998) safety management.

Exhibit 8-11 presents the organizational chart of this department.

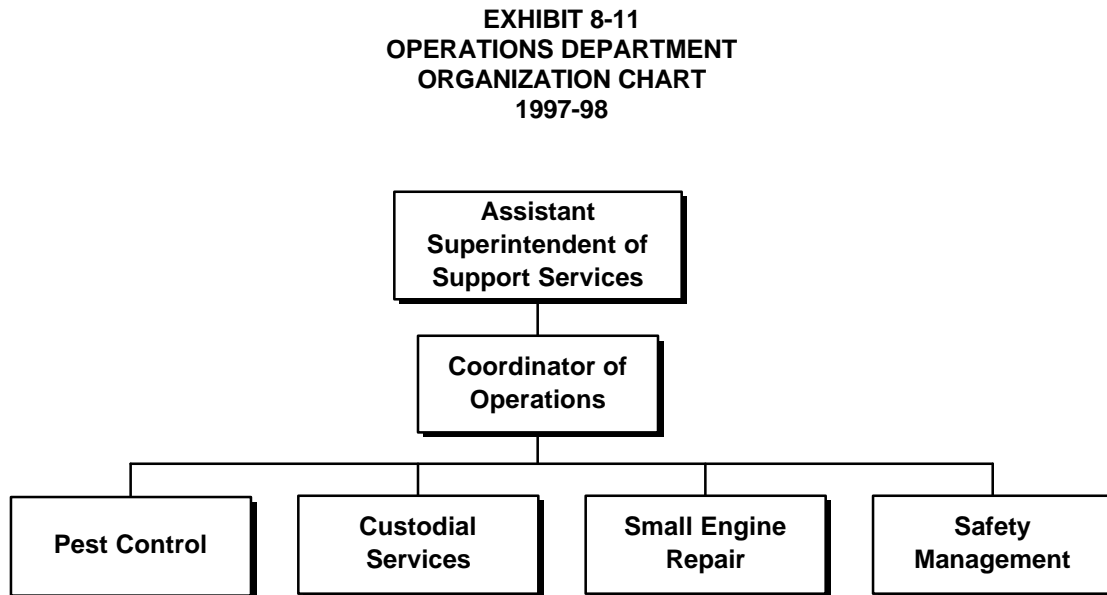


Exhibit 8-12 presents a proposed organizational chart for the Department of Operations in support of Recommendation 8-1. Energy Management should be included in Operations and be staffed by an Energy Coordinator. The increased responsibility of the Department of Operations would justify the creation of a Director of Operations position and the elimination of the Coordinator of Operations position. Exhibit 8-12 presents the organizational chart for this proposed restructuring.

The energy management function will be reviewed in greater detail later in this section.

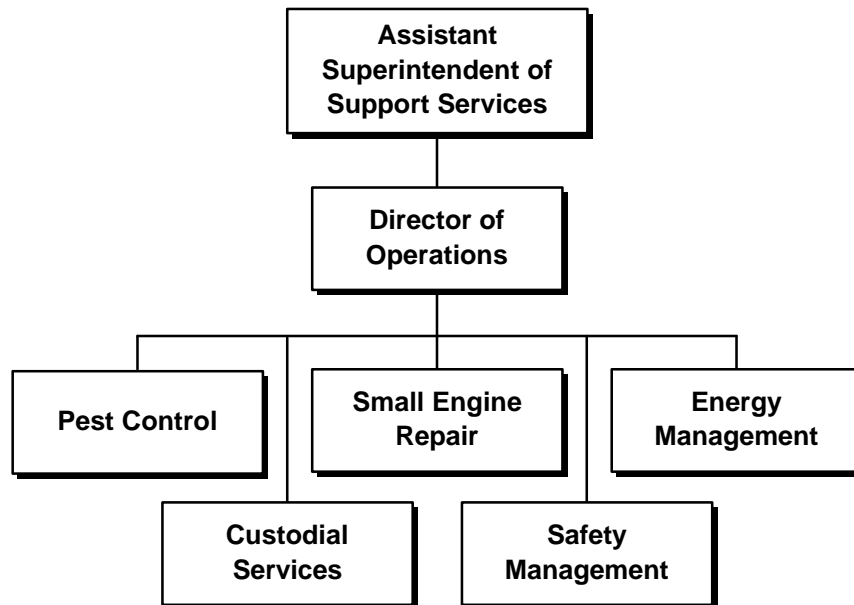
## RECOMMENDATION

### Recommendation 8-5:

#### Eliminate the Coordinator of Operations position.

Increasing the responsibility of the Department of Operations to include energy management will justify creating a director's position and eliminate the need for a coordinator's position. The director's position will have increased responsibilities of a technical nature and require additional qualifications over a coordinator.

#### EXHIBIT 8-12 PROPOSED ORGANIZATIONAL CHART DEPARTMENT OF OPERATIONS



#### IMPLEMENTATION STRATEGIES AND TIMELINE

1. Upon creation of the position of Director of Operations, the Assistant Superintendent of Support Services should recommend to the Board the elimination of the position of Coordinator of Operations. September 1998
2. The Board should approve the elimination of the position. October 1998

#### FISCAL IMPACT

The elimination of the Coordinator's position will save the district approximately \$61,000 per year (current salary = \$48,700 + 25.4 percent for benefits = \$61,069). (See Recommendation 8-1 for the fiscal impact of creating the Director position.)



<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Eliminate Coordinator of Operations Position	\$61,000	\$61,000	\$61,000	\$61,000	\$61,000

### **8.3.2 Custodial Services**

Custodial services are essential to keep schools clean, maintain a safe environment, provide minor maintenance services, and both monitor and report facility repair needs to the appropriate authorities.

#### **CURRENT SITUATION**

School custodians in the Clay County School District are under the supervision of the school principal who is responsible for hiring, firing, and evaluating custodial staff. The Coordinator of Operations is responsible for developing a custodial allocation formula and an operating budget for each school facility, and for providing training programs for the custodial staff.

The allocation formula used by the district is adopted from the Florida Department of Education and takes into consideration the following factors:

- total area
- area not cleaned daily
- covered walkways
- gym, stage and hallway areas
- restrooms
- classroom and office areas
- number of students and teachers

Custodial supplies are ordered by each school from standard types inventoried at the district warehouse. The principal has control over the budget for cleaning supplies and can use the funds for other school functions.

The district provides training for the custodial staff. Training is voluntary for the staff, and they can receive a custodial certification and a master custodial certification for participation in training sessions. Upon completion of the 90-hour master certification course (which is taken on the weekends), the custodian receives a \$0.10 per hour raise.

#### **FINDING**

The training programs now offered by the district for the custodial staff are voluntary. The lack of mandatory training for all custodians promotes inefficiency and unsafe practices for handling cleaning materials that can include harmful chemicals.

## **RECOMMENDATION**

### **Recommendation 8-6:**

**Establish a mandatory training program for all custodial staff which is based on performance standards.**

A mandatory training program should increase staff efficiency and performance standards will provide principals with a standardized evaluation tool.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Operations shall develop a schedule of training for all custodians utilizing the present training course. July 1998
2. All custodians shall be cycled through the training course and all new hires shall be required to complete the training prior to being located at a school. August 1998

### **FISCAL IMPACT**

While it will not be possible for all custodial staff to be trained initially, the training program can be accomplished within existing district resources provided through staff development funds.

### **FINDING**

Custodial services are essential to keeping schools clean and safe. A clean school is an important factor in maintaining a positive learning environment. In previous performance reviews, the review team has seen districts assign an average of between 12,600 gross square feet per custodian and 21,500 gross square feet. Using these averages, it has been determined that the best practice for custodial staffing is approximately 19,000 gross square feet per custodian. With the implementation of performance standards and mandatory training, the best practice is readily achievable.

The Clay County School District allocation formula is resulting in an average of one custodian per every 19,241 gross square feet. Exhibit 8-13 presents a comparison of the district allocation model with the best practice of one custodian per every 19,000 gross square feet.

### **COMMENDATION**

**The district is commended for meeting a best practice in allocating custodians.**

### **FINDING**

Currently, the Clay County School District allows each school to order their own custodial supplies from the central warehouse. While the Coordinator of Operations selects the materials to be stocked in the warehouse, he does not regulate the amount

of materials that can be used. This system creates a range in the amount of materials used from one school to the next.

Exhibit 8-14 presents the amount of money spent on custodial supplies by each school on a square foot basis. The amount varies from \$.05 to \$.16 per square foot. Using \$.05 as a best practice measure, the district can realize a savings by instituting a passive order system.

**EXHIBIT 8-13  
COMPARISON OF CLAY COUNTY SCHOOL DISTRICT  
CUSTODIAL ALLOCATIONS BY SCHOOL  
1997-98**

<b>SCHOOL</b>	<b>TOTAL SQUARE FEET</b>	<b>CURRENT FTE</b>	<b>GSF/FTE</b>	<b>BEST PRACTICE (GSF/19,000)</b>	<b>OVER (UNDER) BEST PRACTICE</b>
BLC	33,014	3	11,005	2	1
CEB	100,794	6	16,799	5	1
CHE	57,017	4	14,254	3	1
CHS	190,984	9	21,220	10	(1)
DIE	71,969	5	14,394	4	1
FIE	129,663	6	21,611	7	(1)
GCSM	118,527	5	23,705	6	(1)
GPE	75,972	4	18,993	4	0
KHE	87,781	4	21,945	5	(1)
KHHS	149,999	8	18,750	8	0
LAE	89,456	5	17,891	5	0
LES	71,652	4	17,913	4	0
LJH	129,636	7	18,519	7	0
MBE	71,497	4	17,874	4	0
MCE	49,208	4	12,302	3	1
MHS	253,547	12	21,129	13	(1)
MRE	95,008	4	23,752	5	(1)
OPE	58,586	3	19,529	3	0
OPHS	259,627	14	18,545	14	0
OPJH	120,966	6	20,161	6	0
PES	93,450	6	15,575	5	1
RJH	158,139	7	22,591	8	(1)
RVE	94,667	6	15,778	5	1
SBJ	90,324	4	22,581	5	(1)
TES	146,314	6	24,386	8	(2)
WEC	71,779	4	17,945	4	0
WES	111,493	6	18,582	6	0
WJH	174,483	8	21,810	9	(1)
<b>TOTAL/AVG</b>	<b>3,155,552</b>	<b>164</b>	<b>18,912</b>	<b>168</b>	<b>(4)</b>

**EXHIBIT 8-14  
COST PER GROSS SQUARE FEET (GSF)  
FOR CUSTODIAL SUPPLIES  
1997-98**

<b>SCHOOL</b>	<b>TOTAL SQUARE FEET</b>	<b>ANNUAL AMOUNT FOR CLEANING SUPPLIES</b>	<b>\$/GSF</b>	<b>GSF x \$0.05</b>
BLC	33,014	\$2,611.74	\$0.16	\$1,650.70
CEB	100,794	\$6,127.40	\$0.08	\$5,039.70
CHE	57,017	\$3,301.65	\$0.11	\$2,850.85
CHS	190,984	\$7,608.29	\$0.05	\$9,549.20
DIE	71,969	\$5,029.98	\$0.11	\$3,598.45
FIE	129,663	\$7,218.40	\$0.07	\$6,483.15
GCSM	118,527	\$6,668.75	\$0.08	\$5,926.35
GPE	75,972	\$4,734.69	\$0.07	\$3,798.60
KHE	87,781	\$5,449.30	\$0.07	\$4,389.05
KHHS	149,999	\$9,114.27	\$0.10	\$7,499.95
LAE	89,456	\$5,362.81	\$0.07	\$4,472.80
LES	71,652	\$4,523.74	\$0.08	\$3,582.60
LJH	129,636	\$8,080.73	\$0.08	\$6,481.80
MBE	71,497	\$4,461.28	\$0.09	\$3,574.85
MCE	49,208	\$3,216.98	\$0.10	\$2,460.40
MHS	253,547	\$9,264.89	\$0.05	\$12,677.35
MRE	95,008	\$4,193.36	\$0.05	\$4,750.40
OPE	58,586	\$3,465.13	\$0.07	\$2,929.30
OPHS	259,627	\$15,540.78	\$0.08	\$12,981.35
OPJH	120,966	\$8,247.97	\$0.08	\$6,048.30
PES	93,450	\$8,158.18	\$0.10	\$4,672.50
RJH	158,139	\$9,274.29	\$0.07	\$7,906.95
RVE	94,667	\$6,072.96	\$0.07	\$4,733.35
SBJ	90,324	\$6,361.83	\$0.08	\$4,516.20
TES	146,314	\$5,938.12	\$0.05	\$7,315.70
WEC	71,779	\$5,335.38	\$0.08	\$3,588.95
WES	111,493	\$7,266.65	\$0.08	\$5,574.65
WJH	174,483	\$8,043.82	\$0.05	\$8,724.15
<b>TOTAL/AVG.</b>	<b>3,155,552</b>	<b>\$180,673.37</b>	<b>\$0.08</b>	<b>\$157,777.60</b>

## **RECOMMENDATION**

### **Recommendation 8-7:**

**Create a passive order system for custodial supplies and standardize the amount of custodial supplies used by each school.**

The Coordinator of Operations should develop standards for the amount of cleaning materials to be used at the schools and develop guidelines for exceptions to the set standards. These standards should be implemented by the central warehouse that will deliver the appropriate amount to each school site each month.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |              |
|--|--------------|
| 1. The Coordinator should develop custodial cleaning material standards.                     | May 1998     |
| 2. The standards should be implemented by the central warehouse.                             | July 1998    |
| 3. The standards should be evaluated by the Director of Operations and adjusted accordingly. | January 1998 |

### **FISCAL IMPACT**

The utilization of a passive ordering system and the implementation of material standards based on a best practice of \$0.05 per square feet will produce an approximate annual savings of \$24,546. This figure is calculated based on the current budget of \$180,673 - (\$0.05 x 3,122,938 gross square feet) = \$156,127) = \$24,546.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Create Passive Order System	\$24,600	\$24,600	\$24,600	\$24,600	\$24,600

### **8.3.3 Energy Management**

Proper energy management is a vital tool for the efficient distribution of the school system's utilities. Energy audits and other sources of data are essential to control energy costs. Such data are used by management to determine priorities and to monitor and evaluate the success of a program. While the purpose of the energy management program is to minimize waste, the program should also ensure comfort in occupied spaces and encourage energy awareness across the school system.

### **CURRENT SITUATION**

The present energy management program in the Clay County School District is managed by the Assistant Superintendent of Support Services. He prepares budgets for each school based on historical use and changes in the facility. Schools that spend

less than the budget are allowed to keep the excess. Schools that spend more than the budgeted amount are notified and alerted to the deficit, and, if there are no mitigating circumstances, are required to pay the deficit.

The tracking of utility costs and usage is accomplished using a Data Point Software System by the Business Services Division. Approximately half the schools in the district are on an energy management system; this is essentially a time clock type of system which controls the timing of the heating and cooling. Additional schools are adding this energy management system during the current year.

The Clay County School District received a grant of approximately \$1.5 million two years ago to retrofit roofs, HVAC systems, and install the energy management system. The grant paid for 50 percent of the work accomplished. The district has explored performance contracting, but has not yet pursued this mechanism.

#### **FINDING**

The district has established the basis of an effective and efficient energy management program. Energy use is being monitored and schools are being held accountable for exceeding established budgets.

#### **COMMENDATION**

**The Clay County School District is commended for establishing an energy management program.**

#### **FINDING**

While the Clay County School District has implemented an energy management program, the district has left the program essentially unstaffed by previously eliminating the Energy Management Coordinator. While the review team commends the Assistant Superintendent on the quality of the work performed in this area, it is clear that a vigorous energy management program requires a dedicated staff position.

The district's program, which allows schools to retain funds not spent on utilities, is a positive incentive to encourage the energy conservation. The success of programs like this is dependent on the participation of the building users, which is dependent on their awareness of energy conservation behaviors. An awareness of effective energy conservation practices can be developed from an intensive educational process.

Presently, there is no staff available to initiate an educational process. Additionally, other programs that have been found to save on energy costs, such as exit light relamping and trash compaction, are uninvestigated. Based on the results of another school system (i.e., Houston Independent School District), an intensive educational program alone could produce savings of as much as two to three percent of the energy budget.

## **RECOMMENDATION**

### **Recommendation 8-8:**

**Contract with a private consultant to act as an Energy Coordinator and conduct an intensive educational program throughout the district.**

The goal of the program should be to educate the building users in energy conservation practices. The Energy Coordinator should develop a curriculum, or use an existing one, and work with administrators, faculty, students, and community groups to meet the goals of the program.

The Energy Coordinator should also begin investigating other energy saving measures that the Clay County School District can pursue. The Energy Coordinator would work under the supervision of the Director of Operations, thereby freeing the Assistant Superintendent of these responsibilities.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Assistant Superintendent should prepare a RFP for the Energy Coordinator and submit the RFP to the Superintendent and the Board. | July 1998   |
| 2. The Board should review and approve the request for an Energy Coordinator.   | August 1998 |

### **FISCAL IMPACT**

This overhead will be offset by the savings in energy use, which is projected to amount to approximately \$45,000 per year (two percent of the annual energy bill, \$2,247,063 = \$44,941). Only minimal savings is projected for the first year of operation. The contract for the Energy Coordinator should be for approximately \$25,000 per year.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Employ Energy Coordinator	\$5,000	\$20,000	\$20,000	\$20,000	\$20,000

## **8.4 Facilities Maintenance**

Efficient and effective maintenance of the school system's facilities and grounds requires well-defined structures and processes which:

- are staffed with the appropriate levels and mix of skilled tradespersons, helpers, supervisors, and support staff;
- are organizationally structured to operate effectively and efficiently;



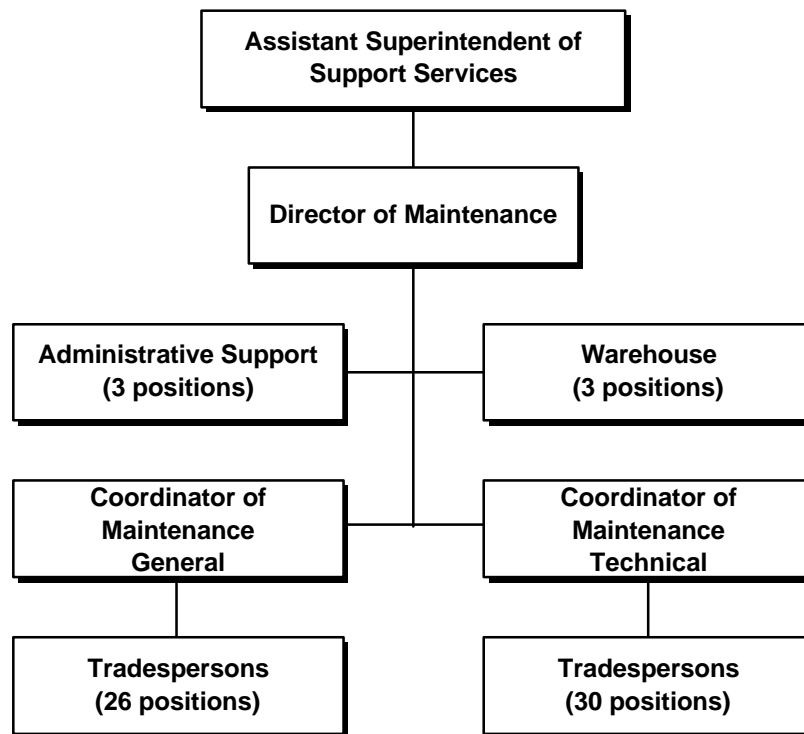
- have adequate information to plan and manage daily operations;  
and
- are responsive to work order requests from schools.

**CURRENT SITUATION**

The Maintenance Department of the Clay County School District maintains 28 school and 15 district facilities amounting to 4,272,455 gross square feet with approximately 65 staff positions and a budget of \$6,071,034 for the 1997-98 school year. The department is divided into two maintenance sections --- the general section that includes carpentry, painting, roofing, etc., and the technical section that includes HVAC, electrical, plumbing, etc.

Exhibit 8-15 presents an organizational chart of the Maintenance Department.

**EXHIBIT 8-15  
MAINTENANCE DEPARTMENT  
ORGANIZATIONAL CHART  
1997-98**



Work order requests are received centrally directly from the schools. Each work order request is reviewed by the Director of Maintenance, prioritized, and forwarded to the appropriate maintenance section. The section coordinator reviews the work orders and assigns them to the appropriate foreman.

The work order process utilizes a computer software program that is tied to the accounting and warehouse systems. Actual time and materials spent on each work order are recorded and can be tracked. A work order history is printed every two to three months. Special reports, like damage caused by vandalism, can be produced. The software tracks materials used and cues the warehouse at automatic reorder points.

**FINDING**

The Maintenance Department is efficiently organized with a minimum of administrative personnel. The organizational model is appropriate for a school district the size of Clay County. Lines of communication are direct, and the systems employed are effective and efficient.

The department employs a sophisticated software to track work orders and maintain a materials inventory. This software, however, is problematic and is soon to be replaced. The department uses the software to produce reports that are valuable management tools.

**COMMENDATION**

**The Clay County School District is commended for having a well-organized Maintenance Department which is using software as a management tool.**

**FINDING**

The Clay County School District maintains a materials warehouse for the maintenance staff. In addition to this warehouse, 14 other material inventories are maintained by specific trades. The warehouse is maintained in a clean and orderly manner and the appropriate level of security is in place.

The warehouse and the other inventories stocked materials worth \$853,153 for 1997. The whole system experienced a material shortage of \$3,144 or 0.4 percent.

**COMMENDATION**

**The district is commended for maintaining an orderly materials inventory system.**

**FINDING**

The Maintenance Department has not conducted recent comparison studies to develop benchmarks for the measurement of its performance. However, one such study conducted by the department in 1995 compared the number of maintenance staff in several districts with the numbers of students.

Exhibit 8-16 presents the results of that study. This comparison indicates that the Clay and St. Lucie County School Districts have the highest staff to student ratios of the school districts surveyed in 1995.

**EXHIBIT 8-16  
MAINTENANCE STAFF TO STUDENT POPULATION COMPARISON  
1994-95**

<b>SCHOOL DISTRICT</b>	<b>STUDENT POPULATION</b>	<b>MAINTENANCE STAFF</b>	<b>RATIO</b>
Clay	23,906	64	374
Alachua	25,579	99	258
Bay	21,492	82	262
Collier	26,000	84	310
Lake	20,961	63	333
Leon	26,721	112	239
Manatee	29,998	106	283
Okaloosa	25,721	76	338
Osceola	19,300	68	284
St. Lucie	21,701	58	374
<b>Total/Average</b>	<b>241,379</b>	<b>812</b>	<b>297</b>

Source: Clay County School District, Maintenance Department, 1995.

Since 1992-93, Clay County School District has added 1,543,199 gross square feet of space to its facility inventory. In the same period, the number of maintenance staff has been constant. Exhibit 8-17 presents the history of this growth in facilities.

**EXHIBIT 8-17  
GROWTH OF FACILITIES  
1992-93 THROUGH 1997-98**

<b>YEAR</b>	<b>TOTAL GROSS SQUARE FEET</b>	<b>INCREASE OVER PREVIOUS YEAR</b>	<b>% INCREASE</b>
1992-93	2,729,246		
1993-94	2,741,368	12,122	0.4%
1994-95	2,954,248	212,880	7.8%
1995-96	3,223,280	269,032	9.1%
1996-97	3,344,415	121,135	3.8%
1997-98	4,272,445	928,030	27.7%
<b>TOTAL</b>	<b>19,265,002</b>	<b>1,543,199</b>	<b>36.1%</b>

Source: Clay County School District, Maintenance Department, 1995.

The MGT review team visited various school sites at all grade levels and interviewed the principals of those schools. With the exception of one facility, which was undergoing a construction project, the schools appeared in fair to good condition from a maintenance perspective. Principals generally stated that the maintenance staff responded timely to work order requests and performed competently. There were one or two exceptions to this impression, but these principals had both negative and positive comments. One school reported that the teachers, administrators and parents carried out some maintenance projects, such as painting, since the Maintenance Department was unable to respond to all the requests.

**COMMENDATION**

**The Clay County School District is commended for operating an efficient and competent maintenance division that is maintaining the schools in good condition.**

**FINDING**

Clay County School District spends an average of \$2.24 per square foot or \$359 per student on maintenance and operations. This is considerably below national averages based on a recent study of maintenance operations conducted by the American School & University publications. Exhibit 8-18 presents the results of that survey.

**EXHIBIT 8-18  
MAINTENANCE AND OPERATIONS SPENDING**

	<b>M&amp;O COSTS PER STUDENT</b>	<b>M&amp;O COSTS PER SQUARE FOOT</b>	<b>M&amp;O COSTS AS % OF TOTAL BUDGET</b>
National	\$518.36	\$3.55	9.59%
Region 4	\$407.33	\$3.07	NA
Clay County	\$359.29	\$2.24	5.09%

Source: Clay County School District and MGT files, 1998.

Additionally, Clay County School District spends approximately 2.7 percent of its facilities replacement costs on maintenance. The Whitestone Building Maintenance and Repair Cost reference 1997, projects a required expenditure of 4.79 percent to keep a typical elementary school in good condition.

**COMMENDATION**

**The Clay County School District is commended for maintaining its facilities in fair to good condition while spending less than national averages for maintenance and operations.**

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## **10.0 FINANCIAL MANAGEMENT**

This chapter of the report reviews the budgeting and financial management functions of the Clay County School District and contains two sections:

10.1 Planning and Budgeting

10.2 Fiscal Operations

As the organizational chart in Exhibit 10-1 shows, the Assistant Superintendent of Business Affairs is responsible for all fiscal operations of the district including finances, budgeting, payroll, and accounts payable. In addition, purchasing, the supply warehouse, insurance, and property control functions fall under the purview of Business Affairs.

The risk management functions of property control, cash management, and insurance are covered in Chapter 9.0, Asset and Risk Management. The purchasing, warehouse, and accounts payable functions are combined under a single director. This chapter reviews the accounts payable function while Chapter 12.0 covers the purchasing and warehouse functions.

In addition to the responsibilities listed above, the Food Services Department was transferred from Support Services to Business Affairs in November 1997. Chapter 14.0 covers the operations of the Food Services Department.

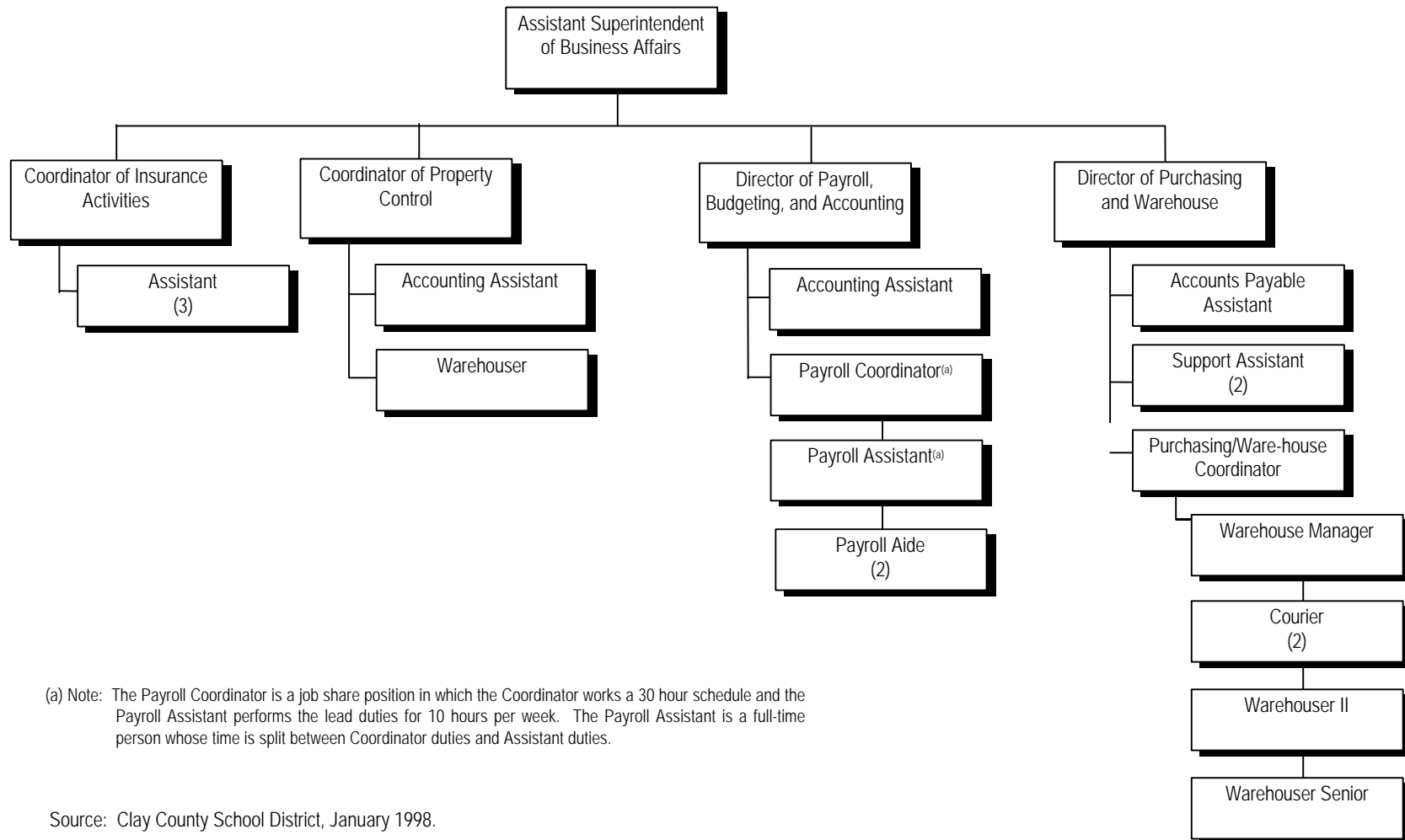
### **10.1 Planning and Budgeting**

The planning and budgeting process is critical to the effective management and stewardship of the resources and programs of a school district. Once a mission statement has been developed and districtwide goals and objectives have been determined, the allocation of financial resources required to achieve those goals and objectives must be addressed through the planning and budgeting process. Planning and budgeting facilitates a long-term, strategic view towards the allocation and management of resources, rather than a short-term year-to-year allocation based on available resources.

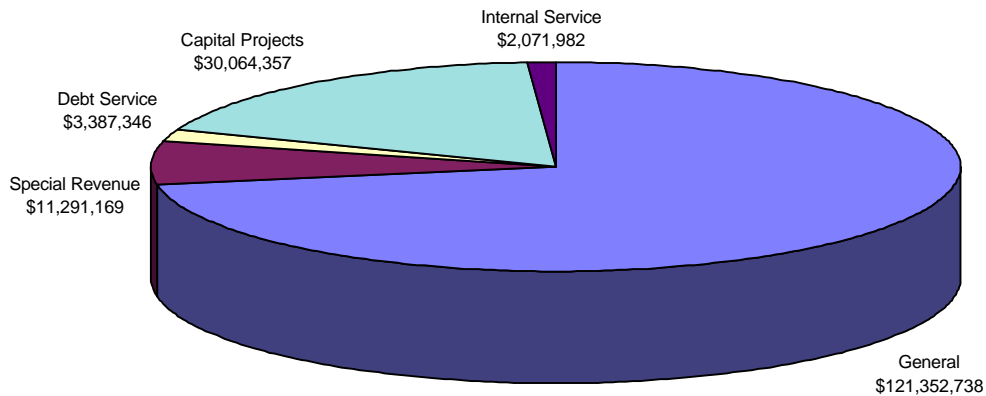
#### **CURRENT SITUATION**

The district, which is fiscally independent, has an annual general fund expenditure budget for 1997-98 totaling \$121,352,738 as depicted in Exhibit 10-2. Exhibit 10-3 shows a breakdown of the general fund budget by object. Governed by the State of Florida Statutes and State Board Rule, the district has the power to levy taxes, determine fees and other charges, approve and modify budgets, and issue debt without approval from any other government entity.

**EXHIBIT 10-1  
CLAY COUNTY SCHOOL DISTRICT  
ORGANIZATIONAL CHART**

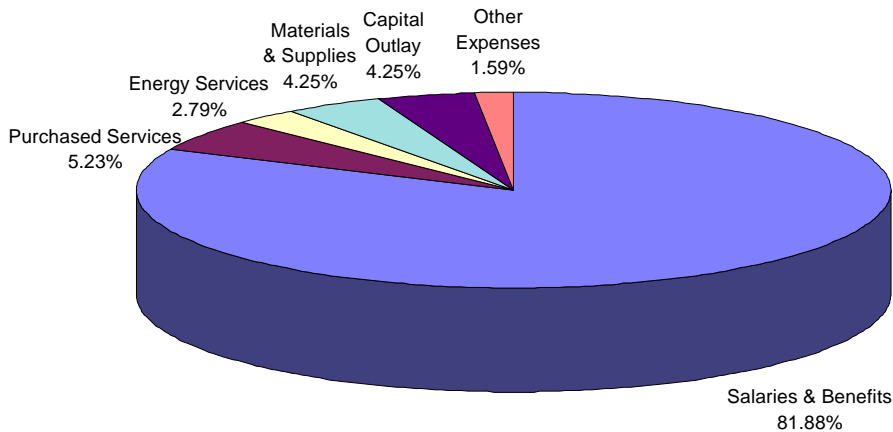


**EXHIBIT 10-2  
BUDGET SUMMARY  
1997-1998**



Source: Clay County School District, Division of Business Affairs, January 1998.

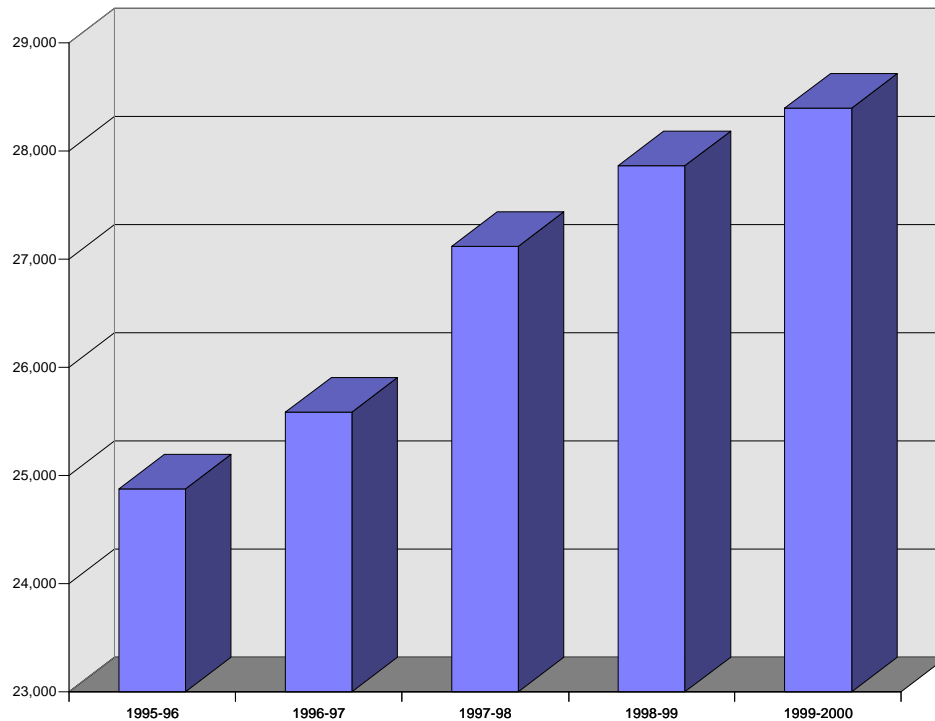
**EXHIBIT 10-3  
ANALYSIS OF EXPENDITURES  
BY OBJECT FOR GENERAL FUND  
1997-1998**



Source: Clay County School District, Division of Business Affairs, January 1998.

The Clay County School District serves a general population of approximately 135,000 spread over an area of 600 square miles. The district has projected over 27,000 students enrolled in its regular day school programs. The graph in Exhibit 10-4 shows pupil enrollment history and projections for the years 1995 through 2000.

**EXHIBIT 10-4**  
**SCHOOL DISTRICT OF CLAY COUNTY**  
**PUPIL ENROLLMENT HISTORY AND PROJECTIONS**



All of the financial activity of the district is segregated into various funds. A fund is an accounting entity having a self-balancing set of accounts for recording assets, liabilities, fund equity, revenue, either expenditures or expenses depending of fund type, and other financing sources and uses. The funds used by Clay County School District are grouped into six funds as follows:

- **General Fund** - the fund used to account for all financial resources except those required to be accounted for in another fund.
- **Debt Service Fund** - funds established to account for the accumulation of resources for, and the payment of, general long-term debt principal and interest.
- **Capital Project Fund** - funds created to account for financial resources to be used for the acquisition and construction of major capital facilities.
- **Special Revenue Funds** - funds used to account for the proceeds of specific revenue sources (other than expendable trusts, or for major capital projects) that are legally restricted to expenditure for specific purposes. Use of Special



Revenue Funds is required only when legally mandated. In Florida, Special Revenue Funds include federal categorical aid and a Food Services Fund.

- **Internal Service Fund** - funds provided to account for the financing of goods or services provided by one department or agency to other departments or agencies of the governmental unit, or to other governmental units, on a cost reimbursement basis.
- **Trust and Agency Funds** - funds set up for the purpose of accounting of money and property received from non-enterprise fund sources and held by a governmental unit in the capacity of trustee custodian or agent for individuals, governmental entities, and non-public organizations.

Each campus and department having budget responsibility receives a budget packet with instructions each year. Schools are allocated funds based on the following criteria:

- enrollment
- per pupil allocations
- substitutes allocations
- custodial allocations
- utility allocations
- miscellaneous costs
- elementary student records
- textbook allocations

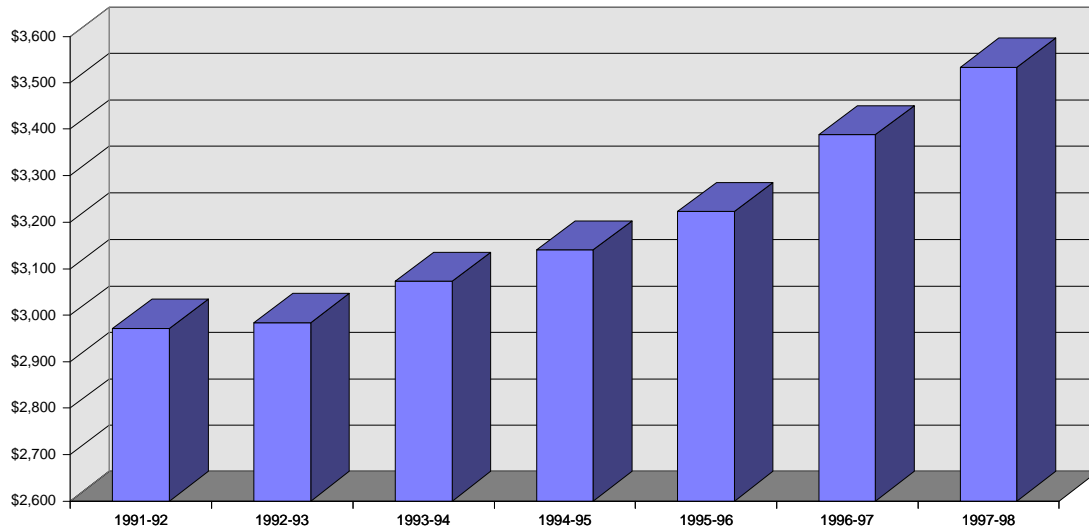
Principals have discretion in developing campus budgets except in the areas of salaries, textbooks, and utilities. These items are budgeted at the district level.

In May 1997, the Florida Legislature increased the state education budget by \$696.6 million. The increased funding for schools is to help schools statewide accommodate breakneck growth. This equated to approximately a 4.2 percent increase in funding for the Clay County School District, bringing its funding ranking up to 63<sup>rd</sup> out of the 67 counties in Florida. In previous years, Clay County was the lowest county in school district funding. Exhibit 10-5 shows per pupil funding in Clay County from both state and local sources.

## **FINDING**

Various procedures in the Clay County School District administrative operations require that school sites be responsible and accountable for their own financial transactions. For example, school sites are required to develop their campus budgets as well as enter those budgets to computer system. School site personnel are also required to monitor their expenditures on-line so that the central office is alleviated from delivering "paper" reports on a monthly basis. Other responsibilities delegated to the campus level include entering payroll data, establishing and maintaining fixed asset inventories, and issuing purchase order and supply requisition documents. In addition to delegating these functions to the school sites, the central office also holds each school site accountable for the accuracy of these transactions. That is, the individual assigned responsibility (usually the principal at the school sites), is evaluated on the performance of these duties.

**EXHIBIT 10-5  
STATE AND LOCAL FUNDING PER WEIGHTED STUDENT  
1991-92 THROUGH 1997-98**



### **COMMENDATION**

**Clay County School District is commended for the high degree of financial responsibility and accountability given to school management.**

### **FINDING**

The Clay County School District has tight budgetary control mechanisms built into the automated finance system. Departments and school sites are unable to encumber funds that exceed the amount of funding budgeted for any given line item. In addition, when expenditures reach 98 percent of the total amount budgeted, the system requires approval of finance-level personnel.

However, there are two types of transactions that can cause a campus to exceed its budget. Expenditures for print shop charges and field trips are not automated transactions. That is, these charges are not pre-encumbered and get entered into a campus budget on an “after-the-fact” basis.

### **COMMENDATION**

**The Clay County School District is commended for the budgetary control built into the financial and budgeting system.**

## **RECOMMENDATION**

### **Recommendation 10-1:**

**Decrease the likelihood for school sites to exceed budgeted expenditures by including a mechanism to encumber funds for both print shop charges and field trips.**

The district is currently converting its computer system to a TERMS system, a common educational software system that is used nationwide. With the implementation of the new system, the district should develop a procedure to encumber expenses for the print shop and for field trips in order to achieve budgetary control over these expenditures.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Director of Payroll, Budgeting, and Accounting and the Assistant Superintendent for Business Affairs should meet with the Transportation Department and Print Shop to discuss procedures for establishing encumbrances for field trips and printing jobs.  | May 1998  |
| 2. The Director of Payroll, Budgeting, and Accounting should develop procedures requiring Print Shop and Transportation personnel to notify the Accounting Department of estimated costs for field trips and print jobs. The notification mechanism could be a specially designate form for the encumbrance of these items. | May 1998  |
| 3. Further, the Accounting Department, based on the estimated charge information received from the Transportation Department and the Print Shop should encumber the funds for the appropriate campus budget.  | July 1998 |
| 4. Alternatively, the Director of Payroll, Budgeting, and Accounting could develop procedures to requiring the campus locations to enter encumbrances for their own field trips and print jobs.   | July 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

Prior to the 1997-98 budget document, the official Clay County School District budget consisted primarily of a line-item budget report. Beginning with the 1997-98 budget, however, the Budget Department presented charts and graphs in addition to summary-level reports communicating its budget information.

## **COMMENDATION**

**The Clay County School District is commended for taking steps toward producing more meaningful budget data.**

## **FINDING**

A school system's main budget document has four major purposes. This document is used as a:

- communications device
- operations guide
- policy document
- financial plan

A budget document is effective when it is developed in such a manner that it can be used by both division staff and the community at-large to understand the inner workings of the division. Although the Clay County School District has made vast improvement in the budget document, it can be further improved to present more relevant information for the public. The budget should be a public document in which financial information is presented in a format that is easy to understand and provides relevant budget and performance data for district stakeholders.

The Government Finance Officers Association (GFOA) is a national organization that presents an annual Distinguished Budget Presentation Award to governmental entities. Many school districts across the country use the GFOA criteria to apply for the award; some use it merely to improve budget document content and format.

Although district management has expressed that their goals do not include actually submitting a budget to the GFOA for review, following the GFOA guidelines will help the district to develop a more meaningful, user friendly budget document.

## **RECOMMENDATION**

### **Recommendation 10-2:**

**Use the GFOA criteria to revise the Clay County School District budget document format to make the document more useful as an operations guide, communications device, policy document, and financial plan.**

In order for Clay County School District to have an effective budget document, all four GFOA budget criteria must be addressed in a single budget document.

Exhibit 10-6 presents a suggested outline for the district's main budget document.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent for Business Affairs should direct budget staff to begin looking at an alternative budget format.  | May 1998  |
| 2. The Assistant Superintendent for Business Affairs should contact GFOA for samples of award-winning budget documents to use as a resource for the Clay County School District budget revision process. | June 1998 |
| 3. The budget staff should prepare its 1998-99 budget using formats obtained from the GFOA.  | July 1998 |

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

The Clay County School District uses a budget incentive plan for departments and school sites in that a portion of any budget savings achieved throughout the year will be given back to the department or school site in their following year's budget. Currently, a school or department can receive 25 percent of its budget savings as additional funding in subsequent years.

This incentive is an excellent mechanism for encouraging fiscal responsibility at the school or department level and it discourages the "use it or lose it" philosophies found in many other organizations.

### **COMMENDATION**

**The Clay County School District is commended for encouraging and rewarding fiscal responsibility at the school level.**

### **RECOMMENDATION**

#### **Recommendation 10-3:**

#### **Increase the budget incentive amount to 40 percent.**

In continuing in its efforts to encourage fiscal responsibility at the department and school level, the district should increase the incentive for achieving any budget savings to at least 40 percent. That is, any department or school site experiencing savings in their budgets at year end should receive 40 percent of those savings in their budgets for the following fiscal year. This incentive will allow schools and departments to procure larger items not included in the regular budgets, but which may take a number of years to save for. (**Note:** Subsequent to the on-site review, the Assistant Superintendent for Business Affairs issued a memo changing the budget incentive to 100 percent with the exception of objectives 750 and 430).

**EXHIBIT 10-6  
SUGGESTED BUDGET DOCUMENT OUTLINE  
FOR THE CLAY COUNTY SCHOOL DISTRICT**

1. Table of Contents
2. Superintendent's message
  - Summary of trends, budgetary issues and resource choices.
  - Summary of how organization-wide long-term goals and other planning affected the development of the budget.
3. Major division priorities within the long-term plan
4. Budget year priority changes
  - Major new issues and events for the budget year
5. Overview
  - Clay County community pertinent information
  - School district accomplishments
  - District-wide organizational chart
6. Process and Calendar
  - Approved budget
  - Amended budget
  - Calendar
7. Planning
  - Long-term
  - Short-term
8. Revenue
  - Narrative including trends, issues and assumptions, including supporting graphs and charts
  - Summary of revenue sources, including comparison years
  - Detail of revenue sources, including comparison years
9. Expenditures
  - Narrative including trends, issues and assumptions, including supporting graphs and charts
  - Summary of expenditures by expenditure category, including comparison years
  - Detail of expenditures and staffing by organizational unit, including comparison years
    - Include unit organization chart
    - Describe the functions of the unit
    - Include goals and objectives (Area of Emphasis)
    - Include staffing and campus allocation models (for instructional units)
10. Funds (i.e., operating, construction, debt service)
  - Description of funds and its uses
  - Basis of accounting (GAAP, cash, modified accrual or other)
  - Budgeted change in fund statement
11. Glossary
  - Terminology
  - Abbreviations and Acronyms

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Assistant Superintendent for Business Affairs should propose an amendment to district policy allowing schools and departments to maintain 40 percent of their budget savings.            | May 1998  |
| 2. The Clay County School Board should vote to increase the budget incentive to 40 percent.   | June 1998 |
| 3. The Assistant Superintendent for Business Affairs should notify all district personnel of the change in budget incentive amounts, and should implement procedures to accommodate the change. | July 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **10.2 Fiscal Operations**

A district's fiscal operations control the collection, disbursement, and accounting for federal, state and local funds. An effective fiscal operation has detailed policies and procedures and internal controls to efficiently processes the district's daily business transactions and provide accurate, complete, and timely information to the administration and Board to facilitate decision making.

## **CURRENT SITUATION**

The Assistant Superintendent for Business Affairs has overall responsibility for accounting and fiscal operations, with the Director of Payroll, Budgeting, and Accounting having responsibility for the day-to-day management of accounting and reporting activities.

The Payroll, Budgeting, and Accounting Department is responsible for maintaining the general ledger, processing payroll, retirement and payroll tax reporting, assisting with the preparation of the annual budget, overseeing the accounting for student activity funds at the school level, and preparing the Florida Education Finance Program (FEFP) reports. The accounts payable function, which falls under the supervision of the Director of Purchasing, is also reviewed in this section.

## **FINDING**

The Information Services Department is currently in the process of implementing a new districtwide computer system. The new system, called TERMS, is a common educational system used by many school districts across the nation.

The systems being converted to TERMS include:

- finance
- budget
- payroll
- fixed asset inventory
- purchasing
- warehouse requisition and inventory

Although the conversion is scheduled to be complete by July 1998, few employees in Business Affairs know how the new system will affect their current way of conducting business. For example, current business practices most likely will be changed with the new system, yet due to the lack of information, Business Affairs employees are not able to work on the design of new processes. In addition, all procedures manuals will be required to be updated to reflect changes in the new system as well as changes in business practices. In the areas of payroll, purchasing, fixed assets accounting, and budgeting, Business Affairs employees will be responsible for training all school and department personnel. Without sufficient knowledge of how the new system will work, developing and planning of training sessions is impossible.

## **RECOMMENDATION**

### **Recommendation 10-4:**

**Coordinate with the Director of Information Services to develop an understanding of the new TERMS system.**

All directors and coordinators in Business Affairs should begin meeting regularly with the Information Services Department in order to begin training on the new TERMS system. In addition, directors and coordinators should begin developing new procedures, procedure manuals, and training sessions for department and school personnel.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |          |
|--|----------|
| 1. The Assistant Superintendent for Business Affairs should meet with the Director of Information Services to request a schedule for regular meetings with directors and coordinators of Business Affairs.   | May 1998 |
| 2. All directors and coordinators in Business Affairs should begin meeting regularly with the Information Services department to obtain information on the new TERMS system.   | May 1998 |
| 3. All directors and coordinators in the Business Affairs department should begin developing new procedures to accommodate the new TERMS system. In addition, the directors and coordinators should begin developing procedures manuals and training programs for their areas. | May 1998 |



## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Florida Education Finance Program (FEFP) was implemented in 1973 by the Florida Legislature to fund public schools in the State. Section 236.012(1) of the statute states that the intent of the Legislature is:

*...to guarantee to each student in the Florida Public Education System the availability of programs and services appropriate to his or her educational needs which are substantially equal to those available to any similar student notwithstanding geographic differences and varying local economic factors.*

The basic FEFP formula takes the number of students in each program, multiplied by cost factors to determine weighted FTE, which are then multiplied by a base student allocation and by a district cost differential. Additional factors for declining enrollment, scarcity and other adjustments are then made to determine total FEFP funding.

To provide equalization of educational opportunity, the FEFP formula also recognizes factors such as the varying local property tax base, the varying program cost factors, and differences in per student cost for equivalent educational programs due to student population.

FEFP programs fall under five main categories having approximately 40 programs (currently being considered for consolidation). Examples of FEFP programs include:

- **Basic Programs** - basic curriculum for Kindergarten through third grade, grades four through eight, and grades nine through 12.
- **At-Risk Programs** - dropout prevention and teenage parent programs are examples of this category.
- **Exceptional Student Programs** - a multitude of different programs including those for the mentally, physically, visually, and emotionally handicapped, speech, language, and hearing therapy, specific learning disability, gifted and talented, and hospital and homebound.
- **Vocational-Technical Programs** - programs for agriculture, business and office, public service, home economics, and others.
- **Adult General Education Programs** - adult basic skills, adult secondary education, and adult handicapped.

School districts are required to track program information including number of FTEs enrolled in each program, number of hours teachers spend in each program and their

respective salaries, and expenditures made under each program for supplies, books and other materials. All these factors are tracked throughout the school year by all school districts, and compiled into an annual program cost report that is filed with the State of Florida each September. The program cost report is the means by which school districts communicate to the state their unique programs and how effective the district has been in expending state dollars according to the program expenditure requirements of law. Methods and procedures used at each school to record and track program cost information are, therefore, critical for the accuracy and timely filing of the annual program cost report.

In Clay County, the Director of Payroll, Budgeting, and Accounting surveys schools four times annually in order to determine the accuracy of school-level data before actually preparing the cost report that is submitted to the state. However, survey data received by school sites is not reviewed until the report preparation process begins after the end of the fiscal year. When errors at the school level are identified, it causes delays in the preparation of the report. In addition, the district risks reporting incorrect information in those situations where errors are not identified on a timely basis.

Some of the more frequent problems identified at the school level include:

- FEFP programs included on the program cost report for a school, yet the program does not exist at the school;
- teachers being reported as teaching certain FEFP programs in error (they do not actually teach the program); or
- students are reflected in the FTE count in a program, but there are no related expenditures for program costs at the school.

## **RECOMMENDATIONS**

### **Recommendation 10-5:**

**Review the survey data on a more regular basis in order to identify potential problems in a more timely manner.**

By reviewing survey data on a more timely basis, the Director of Payroll, Budgeting, and Accounting will be in the position of catching errors or irregularities before the actual report preparation process begins.

### **Recommendation 10-6:**

**Develop training for all district employees in the schools responsible for reporting FTE attendance and program expenditures to reduce the level of errors.**

In addition to reviewing survey data on a more timely basis, the Director of Payroll, Budgeting, and Accounting should also target those schools in need of additional training in order to report more accurate information.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Payroll, Budgeting, and Accounting should begin reviewing FEFP survey data as they are received. July 1998
2. The Director of Payroll, Budgeting, and Accounting should develop a training program for attendance secretaries at all school sites when it is determined that the FEFP survey data are not accurate. July 1998
3. The Director of Payroll, Budgeting, and Accounting should conduct training for all school personnel responsible for maintaining program cost information or FTE counts each year. Fall 1998

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

All schools are responsible for accounting for school activity funds. These are funds that are raised at the school level. Examples include sales of yearbooks, t-shirts, and special fund raisers for which the revenue raised can be spent by the school.

The State of Florida Department of Education issues procedures under which school activity funds must be accounted for, and the Payroll, Budgeting, and Accounting Department has oversight responsibility for these funds.

Each school site has either a full-time bookkeeper (for the larger schools) or a school secretary or other employee who, among other responsibilities is responsible for maintaining the funds.

In October 1997, the Director of Payroll, Budgeting, and Accounting encouraged school sites to purchase and use a new accounting software system called EPES. Currently, 18 out the 27 schools in the district have converted their accounting records to EPES. The software product chosen is user friendly, making it easier to use and understood by school bookkeepers, in addition to reducing the amount of training time for new bookkeepers. The new accounting program has greatly improved the level of accountability at the school sites.

Because the implementation of the EPES system is relatively new, there is no current procedures manual for the system. The Director of Payroll, Budgeting, and Accounting has organized a committee of school bookkeepers who have volunteered to develop a new manual, but to date the committee has not begun work on this project.

## **COMMENDATION**

**The Clay County School District is commended for upgrading the accounting system to better account for school activity funds and to make the accounting process more efficient.**

## **RECOMMENDATION**

### **Recommendation 10-7:**

**Develop a plan and timeline to develop a new accounting procedures manual for the accounting of school activities funds.**

Delegating the development of a student activity procedure manual to a bookkeepers' committee is an innovative way to accomplish this task. However, the committee needs direction and a specific timeline. The Director of Payroll, Budgeting, and Accounting should develop a work plan and a timeline for the committee to follow.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Director of Payroll, Budgeting, and Accounting should draft an outline of the student activity funds accounting manual and distribute to all committee members. | May 1998    |
| 2. The Director of Payroll, Budgeting, and Accounting should develop a timeline for writing the procedures manual and distribute to all committee members.             | May 1998    |
| 3. The Director of Payroll, Budgeting, and Accounting should begin meeting with committee members to plan the accounting procedures manual.                            | June 1998   |
| 4. The Director of Payroll, Budgeting, and Accounting should make specific assignments to each committee member.   | June 1998   |
| 5. The committee should develop the accounting procedures manual.  | Summer 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Accounts Payable and Purchasing Department employees in the district are located in three offices in the central district administration building. Each of these offices are small and do not provide adequate space for the employees in this area. In fact, one of the three offices has three staff members. File cabinets have reports and boxes stacked on top of them, and in some cases, when employees are looking

through open file cabinet drawers, no one is able to walk past until the cabinet has been closed.

The Payroll Department is located across the hall from the Accounts Payable/Purchasing area.

## **RECOMMENDATION**

### **Recommendation 10-8:**

**Relocate the Payroll Department to the second floor, and expand the Accounts Payable/Purchasing Department into the extra space.**

The recommended reorganizations discussed in previous chapters will provide vacant offices on the second floor of the central administration building. These newly available offices will be close to the Human Resources Department. Moving the Payroll Department employees to these second floor offices will provide additional space for the Accounts Payable/Purchasing offices.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Assistant Superintendent for Business Affairs should coordinate with the Support Services Department to prepare the second floor offices for the Payroll Department employees in addition to making any modifications to the space being vacated by the Payroll Department in order to house Accounts Payable/Purchasing employees. | July 1998   |
| 2. The Payroll Department employees should move their offices to the second floor of the central administration building.  | August 1998 |
| 3. The Accounts Payable/Purchasing employees should expand their offices to the space vacated by the Payroll Department.   | August 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

A review of accounts payable records indicate that in general, most invoices are paid within 30 days or less. In the few cases identified in which payment took more than 30 days, the invoices were typically for supplies of goods for the schools. An explanation by an Accounts Payable employee indicates that in many instances, payments are late because of delays in getting receiving documentation from the school site. In many cases, the Accounts Payable Department will receive an invoice and have no other documentation from the school site.

Supplies are shipped from vendors directly to the school location, where district employees are required to inspect and count the merchandise, sign a receiving copy of the purchase order which is forwarded to the Accounts Payable Department. The Accounts Payable Department holds the receiving copy of the purchase order until the invoice is received from the vendor. Upon comparing the receiving documentation to the invoice and determining that the payment is appropriate, the payment is made to the vendor.

School Board Policy states the following in regards to the receipt of goods in the district:

*It is the responsibility of each principal or his authorized representative to acknowledge receipt of goods or services to his school **immediately** (emphasis added) upon receipt of same by signing and returning to the Accounts Payable Manager's office the copy of the purchase order provided for that purpose...Payments will not be made until this signed purchase order copy is returned to the Accounts Payable Manager's office.*

## **RECOMMENDATION**

### **Recommendation 10-9:**

**Enforce Board policy that requires that acknowledgment of the receipt of goods take place immediately and that documentation is forwarded in a timely manner to the Accounts Payable Department.**

The Accounts Payable Department should provide additional training and counseling to those school sites or departments not submitting receiving copies of purchase orders on a timely basis. In addition, school principals or authorized representatives of such should be held accountable for late submission of receiving documentation.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |          |
|---|----------|
| 1. The Assistant Superintendent for Business Affairs should issue a memo to all school sites reminding them of Board policy regarding the receipt of goods in the district.   | May 1998 |
| 2. The Accounts Payable Department should monitor all occurrences of improper submission of receiving documentation by school personnel. All occurrences should be reported to the Assistant Superintendent for Business Affairs and the Director of Purchasing | Ongoing  |
| 3. The Director of Purchasing should contact all school personnel responsible for the late submission of paper work. In addition, the principal of the schools responsible should also be notified.   | Ongoing  |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Accounts Payable and Purchasing functions in the district are combined under one department. Because the staff in this department is small, accounts payable and purchasing functions are not separate functions. That is, all employees in the department perform both accounts payable and purchasing functions.

This arrangement works well to the extent that it equitably distributes the work load in the department, however, it creates some issues regarding internal controls. Strong internal controls require that there be a separation of duties between certain functions. For example, establishing a new vendor in the automated system should be a purchasing function, while the payment of vendors is an accounts payable function. This separation prevents the setting up and payment of fictitious vendors.

## **RECOMMENDATION**

### **Recommendation 10-10:**

**Increase internal controls in the department by limiting the authority of employees to set up vendors in the system.**

There should be a single individual in the department that is allowed to set up new vendors in the system. The automated function of vendor set up should be safeguarded, that is, password protected, and only one individual given access to this function in the automated system. In addition, the department coordinator should be given access in the event that the employee normally given this access is out or not available.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Director of Purchasing should meet with the Director of Information Systems to discuss implementing password protection for the vendor set-up function in the new purchasing system. | May 1998  |
| 2. The Director of Purchasing should meet with employees and discuss the new procedures for setting up vendors in the system  | June 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## FINDING

The Payroll Department is staffed with four employees whose work hours result in the equivalent of three full-time employees. This job sharing arrangement has been in place since 1995. Because the function of entering payroll information rests at the school sites and departments, the Payroll Department is able to function with a minimal staff.

As Exhibit 10-7 shows, Clay County School District has fewer payroll personnel than any of the comparison districts, except for St. Johns County, which is also staffed with three full-time payroll employees, but whose student membership is about 16,000 as compared to Clay County's student membership of approximately 26,000.

### EXHIBIT 10-7 COMPARISON OF PAYROLL STAFF IN SELECTED SCHOOL DISTRICTS 1997-98 SCHOOL YEAR

SCHOOL DISTRICT	PAYROLL FTEs
Clay	3
Alachua	4
Bay	7
Lake	5
Osceola	4
St. Johns	3

Source: MGT telephone surveys of School Districts, 1998.

In addition to processing regular payroll transactions, the Payroll Department is responsible for auditing all departments and school sites to ensure accuracy of transactions and compliance with Board policy. Audits are rotated so that each school site or department is audited once yearly. Any audit findings are written into a formal report and discussed with school personnel as well as the Assistant Superintendent for Business Affairs and the Director of Payroll, Budgeting, and Accounting.

## COMMENDATION

The Clay County School District is commended for its flexibility in allowing the employees of the Payroll Department to work under a job sharing arrangement that works well for both employees within the department and for all other employees in the district.

## FINDING

The Clay County School District currently provides retirement benefits to its full-time employees, but part-time employees not working minimum hours available for benefits do not receive any retirement contribution.



The Omnibus Budget Reconciliation Act of 1990 introduced new federal legislation which allows substitute, part-time, seasonal, and temporary employees of government employers to deposit money into a private retirement plan instead of social security. This Social Security Alternative Plan provides for a before-tax contribution of 7.5 percent of compensation. A deposit is made for this amount into an account in the employee's name.

## **RECOMMENDATION**

### **Recommendation 10-11:**

#### **Implement a Social Security Alternative Plan for part-time employees of the Clay County School District.**

Under such a plan, the employee can elect to participate in the alternative system in lieu of making FICA contributions. As a result, the district is not required to make matching FICA contributions for those participants.

The benefits of this plan are two-fold. The district saves money in avoiding the FICA matching contribution of 7.65 percent of an employee's gross salary. Additionally, employees not otherwise covered by a retirement are able to provide for their retirement through payroll deductions.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Assistant Superintendent for Business Affairs should direct the Payroll Coordinator to implement a Social Security Alternative Plan.  | May 1998    |
| 2. The Payroll Coordinator should contact a plan administrator (an outside company) to implement a Social Security Alternative Plan.   | June 1998   |
| 3. The Payroll Coordinator should communicate with the Insurance Coordinator so that eligible employees are offered this benefit at the time they enroll for annual district benefits. | July 1998   |
| 4. The Payroll Coordinator should notify all employees in the district of the new Social Security Alternative Plan.  | August 1998 |

## **FISCAL IMPACT**

The benefits offered under this recommendation can be implemented with existing resources. In addition, the district will experience a cost savings for those employees choosing to participate in the program through reduced FICA contributions. The amount of savings, however, is dependent upon the number of employees the actually exercise this option and therefore, can not be projected at this time.

## **FINDING**

All accounting for the Food Services operation in the district is handled by an Accounting Assistant in the Food Services Department. This individual is responsible for preparing all food invoices for payment and submitting them to the Accounts Payable Department, issuing financial statements for each school's cafeteria operations, filing all reports necessary to participate in free and reduced meal programs, and reconciling all food services bank accounts.

There are currently some areas of duplicated effort between the Accounting Assistant in the Food Services Department and the employees in the Accounts Payable/Purchasing Department. Our estimate of duplicated efforts is approximately five to seven hours on a weekly basis.

## **RECOMMENDATION**

### **Recommendation 10-12:**

**Move the Food Services accounting function into the Accounts Payable/Purchasing Department.**

The benefits resulting in moving the Food Services accounting function under the umbrella of the other accounting functions for the Clay County School District include streamlining the accounting process which will ultimately result in time and efficiency savings, and an increased level of internal control.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent for Business Affairs should direct the Director of Payroll, Budgeting, and Accounting and the Director of Food Services to develop a plan and timeline for integrating the Food Services accounting function into the Accounting Department. The transition should be completed by August 1998.  | May 1998  |
| 2. The Assistant Superintendent for Business Affairs should plan and coordinate the physical relocation of the Food Services Accountant. This includes providing office space and computer hook-ups.   | June 1998 |
| 3. The Director of Payroll, Budgeting, and Accounting, the Purchasing/Warehouse Coordinator, the Director of Payroll, Budgeting, and Accounting, and the Food Services Accountant should develop an inventory of all functions performed by the Food Services Accountant. From this inventory, the Director of Payroll, Budgeting, and Accounting and the Coordinator of Purchasing/Warehouse should determine how duties of the two departments will be assigned, ensuring that a system of good internal controls is in place. | June 1998 |

4. The Food Services accountant should begin working in the Accounting Department.

August 1998

**FISCAL IMPACT**

This recommendation can be implemented at no cost to the district. Savings will be realized in efficiencies due to the consolidation of the accounting functions in the district.

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## **9.0 ASSET AND RISK MANAGEMENT**

This chapter addresses those programs and activities designed to manage the Clay County School District's assets and protect the district and its employees from the impacts of major risk factors, such as accidents, illnesses, lawsuits and the like. This chapter contains four major sections:

- 9.1 Workers' Compensation and Property/Casualty Insurance
- 9.2 Health Insurance and Employee Benefits
- 9.3 Cash Management
- 9.4 Fixed Assets

The category of asset and risk management examines the areas of risk management, cash management, and fixed asset acquisition and disposal. Risk management involves the identification, analysis, and reduction of risks and the procurement of insurance against such risks. Insurance against risk includes both protection of the district as a whole and coverage for individual employees. Insurance coverage provides an inducement for prospective employees and can affect a school district's recruitment efforts.

Cash management involves the district's cash balances as well as the issuance and management of debt. School districts must decide where cash will be held, how much cash should be kept of hand, whether funds should be borrowed in anticipation of tax revenues, and whether the community should be asked to authorize debt for major construction projects.

An effective cash management program includes cash flow forecasting and monitoring, maintaining positive relations with bankers and suppliers, and the careful investment of surplus cash.

Fixed asset acquisition and disposal management involves the way in which the district purchases, accounts for, and disposes of its fixed assets. An effective fixed asset management program ensures that all fixed assets are identified; that records are maintained which indicate cost, description, location and owner, and that all surplus or obsolete equipment is properly identified, collected, and disposed of in the most economic manner.

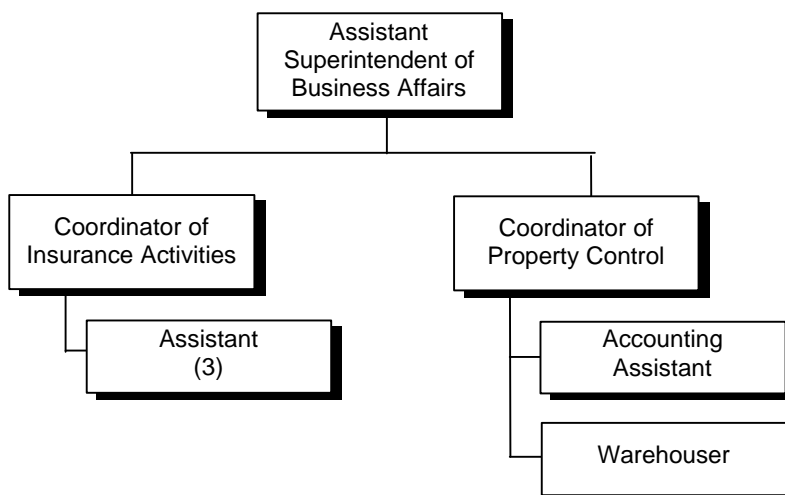
The functions that comprise asset and risk management fall under various departments, all of which report to the Assistant Superintendent for Business Affairs. The organizational chart depicted in Exhibit 9-1 shows the organization of the three primary areas that currently have risk management responsibilities.

Headed by the Coordinator of Insurance Activities, the Insurance Department is responsible for the following functions:

- obtaining, assessing, and managing district insurance coverage including workers' compensation, property and casualty, and employee health;

- providing assistance to employees in understanding the various insurance and other benefits available to them; and
- enrolling employees in benefits plans including health, dental, supplemental life and disability insurance.

**EXHIBIT 9-1  
CLAY COUNTY SCHOOL DISTRICT  
RISK MANAGEMENT DEPARTMENT  
ORGANIZATIONAL STRUCTURE**



Source: Clay County School District, Division of Business Affairs, January 1998.

The Director of Payroll, Budgeting, and Accounting is the primary individual in the district responsible for cash management, with backup from staff including the Assistant Superintendent for Business Affairs.

The Property Control department handles fixed assets and equipment in the district from the point of acquisition through to disposal. Responsibilities of the property control function include:

- oversight of the property managers located at each school site or department;
- maintaining the fixed asset inventory system;
- accounting for fixed assets;
- reporting inventory losses to the School Board and appropriate local authorities;
- maintaining fixed asset warehouses; and

- assisting departments and schools with fixed asset needs assessments.

### **9.1 Workers' Compensation and Property/Casualty Insurance**

#### **CURRENT SITUATION**

The Insurance Department is charged with the responsibility of handling all the insurance for the district including the employee medical coverage (discussed in Section 9.2 of this chapter.) Functions of the department include:

- reviewing and evaluating all insurance policy coverages and determining district needs;
- administering the district's Return-to-Work program for employees returning to work after a job related injury; and
- administering and maintaining internal policy for dealing with reports on workers' compensation injuries.

The Clay County School District has been self-insured for workers' compensation since January 1988. General liability and automobile liability have been self-insured since July 1990. For general and automobile liability, excess insurance has been purchased with retentions of \$100,000 per occurrence and \$300,000 annual aggregate. Similarly, both specific and aggregate excess coverage have been purchased for workers' compensation with varying retentions. For the coverage period of July 1, 1996 to June 30, 1997, specific retention for workers' compensation amounted to \$275,000, and subsequently were reduced to \$125,000 for the current fiscal year.

Exhibit 9-2 provides a summary of insurance coverages for the Clay County School District.

Beginning in July 1997, the district has consolidated its excess policy coverage through a single broker, Arthur J. Gallagher & Company of Miami.

#### **FINDING**

Effective July 1997, the Clay County School District consolidated its workers' compensation, general and automobile liability coverages, as detailed in Exhibit 9-2, under a contract with a single broker. As a result of this consolidation, the district has been able to obtain overall improved insurance coverage at a lower total price. The coverage improvements include obtaining broader coverage, lowering maximum costs subject to aggregate limits, removal exclusions and restrictions from policy requirements, and lowering specific retention amounts. The district was able to reduce the specific retention amounts, that is, the amount of each claim that the district must pay before insurance payments begin, for workers' compensation coverage by 55 percent (from \$275,000 to \$125,000).

**EXHIBIT 9-2  
CLAY COUNTY SCHOOL BOARD  
SCHEDULE OF INSURANCE**

TYPE OF POLICY	COMPANY AND POLICY NUMBER	EFFECTIVE DATES	ANNUAL PREMIUMS	DESCRIPTION OF PROPERTY, LIMITS, COVERAGES & DEDUCTIBLES
Premier Public Entity Package	United National Insurance CP64806	06/30/97- 06/30/97	\$193,134	<p><u>Property</u></p> <p>All Risk, Replacement Cost (Except ACV Auto Physical Damage)</p> <p><u>Limit:</u></p> <p>\$900,000 Occurrence Excess \$100,000 Occurrence SIR</p> <p>(subject to \$900,000 annual aggregate for Flood)</p> <p><u>Maintenance Deductible</u></p> <p>The first \$500 of any loss under Section I (except Auto comprehensive perils) and Section III</p> <p><u>Auto Liability (Occurrence Form)</u></p> <p><u>Limit:</u></p> <p>\$900,000 Excess \$100,000 SIR</p> <p><u>General Liability (Occurrence Form)/E&amp;O and School Board Liability</u></p> <p><u>Limit:</u></p> <p>\$900,000 Excess/\$100,000 SIR (and in the Aggregate annually for E&amp;O and School Board Liability)</p> <p><u>Retro Date:</u> 06/30/97 (E&amp;O and School Board Liability)</p> <p><u>Uninsured/Underinsured Motorists</u> - Non-stacked</p> <p><u>PIP:</u></p> <p>\$10,000 (FL. ST.) (chargeable to Loss Fund)</p> <p><u>WC/EL/OD:</u> \$125,000 any one accident/disease excess \$125,000 SIR</p> <p><u>Loss Fund:</u> \$875,000</p> <p><u>Aggregate:</u> \$1,000,000 Excess of Loss Fund</p>

**EXHIBIT 9-2 (Continued)**  
**CLAY COUNTY SCHOOL BOARD**  
**SCHEDULE OF INSURANCE**

TYPE OF POLICY	COMPANY AND POLICY NUMBER	EFFECTIVE DATES	ANNUAL PREMIUMS	DESCRIPTION OF PROPERTY, LIMITS, COVERAGES & DEDUCTIBLES
Excess Property	Royal Insurance Company PTS 444904	06/30/97- 06/30/98	\$225,229	<u>Excess Property</u> <u>Limit:</u> \$267,687,189 Occurrence excess \$1,000,000 Occurrence (London Underlying) <u>Subject to the following sublimits:</u> - \$2,500,000 Newly Acquired Building - \$1,000,000 Newly Acquired Contents - \$1,500,000 Builder's Risk - \$1,000,000 Valuable Papers - \$1,000,000 Extra Expense - \$5,000,000 Debris Removal - \$5,000,000 Law or Ordinance
Excess WC/EL/OD	Clarendon National Insurance 02XS-0101-101	06/30/97- 06/30/98	\$40,616	<u>Limit:</u> Statutory (SC) Occurrence \$1,000,000 (EL) Occurrence <u>Retention:</u> \$250,000 Occurrence
Crime	Kemper Insurance 3FM 790 326-00	06/30/97- 06/30/98	\$1,489	COVERAGE O (Public Employees Dishonesty) <u>Limit:</u> \$100,000 \$5,000 Deductible  COVERAGE C (Money & Securities Coverage) <u>Limit:</u> \$25,000 (Inside/Outside) \$5,000 Deductible
School Leaders Errors & Omissions	Kemper Insurance 3XN 025 344-02	06/30/97- 06/30/98	\$7,336	<u>Limit:</u> \$1,000,000/\$1,000,000 <u>Retention:</u> \$10,000 - Form CRM90.0012(1/90) - Extend to Volunteers - Corporal Punishment Extension
Boiler & Machinery	Kemper Insurance 3XN 025 344-02	06/30/97- 06/30/98	\$5,063	<u>Limit:</u> \$50,000,000 Any One Accident <u>Deductible:</u> \$5,000 Any One Accident  <u>Sublimits:</u> Expediting Expenses Policy Limit Ammonia Contamination Policy Limit Water Damage \$2,000,000 Media Limitation \$5,000



Total premium savings under this consolidated arrangement amount to over \$85,000.

## **COMMENDATION**

**The Clay County School District is commended for its efforts to manage its insurance costs while obtaining the best coverage possible.**

## **FINDING**

The Clay County School District maintains a policy by which school facilities are rented to outside groups such as parent-teacher organizations; farmers' organizations; character building organizations; and groups or clubs of citizens formed for recreational, educational, political, economic, artistic or moral activities. Current rental fees are \$25 per occurrence for classrooms and \$50 per occurrence for cafeterias.

The group or club wanting to rent a school facility deals directly with district employees at the school sites. Rental fees and the applicable paperwork are collected at the school site, with fees submitted to the district office to be recorded and deposited into the bank while paperwork, including rental agreements, are maintained at the school site.

School Board policy requires that any private or outside organization or group may be required to furnish a certificate of insurance according to the "Agreement for Use of Facilities and Grounds" form available at each school site. In addition, requesting groups must sign an agreement which releases the Clay County School Board from any and all liability charges. Liability insurance is required and terms of coverage vary based on the type of function or event planned. Product liability may be required if the cafeteria is used or products cooked and disbursed to the public. Board policy further states that all insurance be filed in the Insurance Department at least ten days prior to the event or function being held on school property.

Currently, the Insurance Department is not involved in the rental process. Most paperwork and proof of insurance coverage forms are maintained at the school sites, with no one from the Insurance Department verifying that proper paperwork is obtained from outside parties.

## **RECOMMENDATION**

### **Recommendation 9-1:**

**Audit school sites to ensure that proper insurance information is being obtained and maintained by the sites.**

While it is not apparent that this situation has resulted in any damage to the district, there is a potential risk in the event that an outside organization's insurance coverage is deficient. Should an outside organization be involved in damages or injuries on school property without proper insurance, the Clay County School District could be held liable, or at a minimum, become embroiled in litigation.

School principals should be responsible for submitting proper insurance documents to the Insurance Coordinator ten days prior to the event to be held on school property as required by Board policy. In addition, a representative from the Insurance Department should be required to periodically audit school records to verify that all documentation related to the rental of school facilities is being maintained.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Assistant Superintendent for Business Affairs should instruct all school principals and other district employees responsible for the rental of school facilities that procedures for renting facilities should be in accordance with Board policy (Section 5.02.C.3.).  | May 1998  |
| 2. The Assistant Superintendent for Business Affairs should instruct the Insurance Coordinator to develop procedures for schools to follow in the process of negotiating agreements to rent schools facilities to outside organizations. These procedures should include having all necessary paperwork forwarded to the Insurance Coordinator within the time period specified in Board policy. | June 1998 |
| 3. Periodically, a representative of the Insurance Department should visit school sites on a rotational basis to review documentation to ensure compliance with the policy.  | Ongoing   |

#### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

#### **FINDING**

The Clay County School District has established a Risk Management Committee consisting of representatives from custodial, transportation, food service, safety management, maintenance, and administration. The Committee meets quarterly. The purpose of the Committee is to review accidents and injuries occurring in the district, and to devise ways of reducing the number of incidents and their related costs. Members of the committee are encouraged to identify sources of potential risk in order to prevent injuries.

#### **COMMENDATION**

**The Clay County School District is commended for establishing the Risk Management Committee to better control workers' compensation and property claims in the district.**

## **RECOMMENDATION**

### **Recommendation 9-2:**

#### **Implement a safety training and award program in the Clay County School District.**

While the Clay County School District is commended on the establishment of the Risk Management Committee and its efforts to control risk in the district, the efforts can be strengthened by placing increased emphasis on safety training in the district.

The district should adopt a comprehensive accident and injury prevention program for all employees. This program should be established and monitored by the Risk Management Committee. The purpose of the program should be to bring safety issues to the forefront, and to educate employees that safety is everyone's concern, not just those employees in high risk functions. Employees should be required to attend safety training sessions and view videos on safety issues. All departments should receive safety inspections by the Safety Coordinator to help in identifying potentially hazardous work situations. All new employees should receive training and instructed that safety is an integral part of the school district. In addition, the safety training program should include a mechanism for recognizing those departments that are doing a good job of preventing injuries and accidents.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |  |
|--|--|
| 1. The Assistant Superintendent for Business Affairs should direct the Risk Management Committee to develop a safety training program for all departments.   | May 1998                               |
| 2. The Risk Management Committee should develop a training program to be used for all schools and departments in the district. The Committee should contact the district's insurance carriers to obtain assistance in their efforts. | August 1998                            |
| 3. All employees should receive safety training and all departments and school sites should receive a safety inspection.   | October 1998                           |
| 4. The Risk Management Committee should publicize its efforts and emphasize safety in the district through memos, bulletins, and newsletters.  | Ongoing                                |
| 5. The Risk Management Committee should develop an awards program that recognizes departments with outstanding safety records.   | December 1998 and quarterly thereafter |

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **9.2 Health Insurance and Employee Benefits**

### **CURRENT SITUATION**

The Clay County School District provides health insurance to all employees working 24 hours or more weekly. The district contributes a fixed amount of \$1,710 annually toward employee medical benefits. This amount is sufficient to cover the cost of the Preferred Patient Care insurance option, while employees selecting Health Maintenance Organization (HMO) coverage pay \$60.40 annually for this option. The district also offers a "Plan B" option for those employees not wanting medical insurance coverage. Under Plan B options, employees may select dental, vision, life, short term disability, and hospital indemnity coverage. Dependent premiums are not covered by the district.

The employee health plan is administered by a third-party administrator (TPA). The district's TPA is Blue Cross/Blue Shield of Florida. Exhibit 9-3 summarizes employee insurance options, along with benefits and costs associated with each option.

The Insurance Department is responsible for negotiating with insurance providers, enrolling employees in insurance programs annually, providing information to employees with questions about health coverage or other benefits, and reviewing and evaluating medical plan usage patterns.

Beginning in August 1998, the district will contract with an outside provider to enroll employees in the benefits programs. This service is being provided to the district at no charge in exchange for allowing the outside contractor to offer additional insurance coverage to employees. The Insurance Department estimates that this arrangement will save time and avoid frustration on the part of employees.

Currently, employees are given the option of paying for insurance premiums on a pre-tax basis, and starting in January 1998, employees will be eligible to participate in the Flexible Benefit Plan (Flex Plan). The Flex Plan, an IRS Section 125 plan, allows employees to set aside pre-tax funds to pay for uninsured medical expenses and dependent care expenses.

The Clay County School District currently does not provide any wellness benefits to employees. The district has an Insurance Committee that evaluates employee insurance options, and then submits recommendations on which benefits plans should be adopted by the School Board. Members of the Committee include the Insurance Coordinator, administrative representatives, as well as representatives from the two employee unions in the district.

For the past five years, in order to keep the cost to employees at a manageable level, the Board has voted to "buy-down" the premiums for HMO coverage with surplus funds from the reserve accounts generated from the PPC plan. This has been necessary because the administrative costs incurred and the claims paid have exceeded the amount of premiums received. Over the same five-year period, the district has had to buy-down the rates of the PPC plan for only two of those years. This situation exists because the experience rates of the PPC plan are more favorable than those of the HMO plan.

**EXHIBIT 9-3  
SUMMARY OF EMPLOYEE MEDICAL BENEFITS IN THE  
CLAY COUNTY SCHOOL DISTRICT**

**PLAN A:**

OPTIONS	HMO	PPC
<b>SUMMARY</b>	Benefits under this option include preventive health care. Members must utilize the HMO network of physician.	This option allows the choice of physician or hospital with an increased benefit level for use of PPC network providers.
<b>BENEFITS</b>	<ul style="list-style-type: none"> <li>▪ No deductible</li> <li>▪ 100% of claim after copay</li> <li>▪ \$15.00 physician copay</li> <li>▪ \$100.00 emergency room copay</li> <li>▪ \$250 hospital copay</li> </ul>	<ul style="list-style-type: none"> <li>▪ \$300 deductible</li> <li>▪ 80% network providers</li> <li>▪ 60% non-network providers</li> <li>▪ 80 prescription drugs</li> </ul>
<b>ANNUAL COST TO EMPLOYEE</b>	\$60 employee only \$2,098 employee + spouse \$1,916 employee + children \$3,319 employee + family	\$0 employee only \$1,449 employee + spouse \$1,283 employee + children \$2,731 employee + family

*Under Plan A, employees are provided with \$20,000 of basic group life and AD&D insurance, with the option of purchasing additional amounts of coverage in increments of \$10,000, up to \$80,000.*

**PLAN B:**

OPTION	BENEFITS	ANNUAL COST TO EMPLOYEE
Life/Accident Insurance	\$50,000	\$0 employee only (coverage not available for dependents)
Hospital Indemnity	\$150 per day	\$0 employee only \$66 employee + one \$116 employee + two \$198 employee + three
Disability	\$250 per week or 60% of salary, whichever is less	\$0 employee only (coverage not available for dependents)
Dental		\$0 employee only (rates for dependents vary depending upon plan selected)
Vision		\$0 employee only \$143 employee + family

Source: Clay County School District, Insurance Department, 1998.

For the plan year beginning October 1, 1997, the district was able to effect a rate increase of only 10.59 percent for the HMO plan (rather than a 31.2 percent increase) by funding \$300,000 out of the PPC surplus of \$615,449 and by amending HMO copayments. Exhibit 9-4 shows the increase deductibles applicable to the HMO plan.

**EXHIBIT 9-4  
COPAYMENT INCREASES FOR HMO COVERAGE IN THE  
CLAY COUNTY SCHOOL DISTRICT**

<b>BENEFIT</b>	<b>RATE PRIOR TO 10/1/97</b>	<b>RATE AS OF 10/1/97</b>
Emergency room	\$50	\$100
Office surgery	\$25	\$50
Out-patient facility visit	\$100	\$150
Durable medical equipment	\$25	\$50
Prescriptions	\$7 - generic	\$10 - generic \$20 - name brand

Source: Clay County School District, Insurance Department, 1998.

In addition, the Board further designated that the remaining surplus generated by the PPC plan (\$315,449) be placed in a separate insurance reserve fund to be used specifically to provide funds for future buy-downs when necessary.

**FINDING**

The Insurance Department has been researching ways to improve the employee benefit enrollment process and to expand the Flex Plan. In the past, Insurance Department employees handled the enrollment function, which required all employees to complete multiple enrollment forms (employee medical, dental, vision, etc.). This process was not only time consuming for district employees, but also for the Insurance Department in having to explain all benefits and options to employees, and then to enter all the information into the computer system. In addition, in the past open enrollment sessions were not mandatory, which caused a certain degree of misinformation in the district. This further caused delays for the Insurance Department in having to answer employee questions that could have been answered during open enrollment sessions.

In July 1997, the Board voted to use the services of Fringe Benefit Management Company to perform the enrollment process for district employees. Under this arrangement, there is no direct cost to the district; the company makes its money from the commissions on additional products sold to employees at the time of open enrollment. In addition, open enrollment sessions are now mandatory for all district employees to attend.

In addition, the Board voted to expand the Flex Plan allowing employees to make contributions of before-tax dollars into "spending" accounts to be used for unreimbursed medical expenses as well as dependent care expenses.

## **COMMENDATION**

**The Clay County School District is commended for using this innovative technique to achieve greater employee satisfaction while at the same time saving time and money for the Insurance Department.**

In addition, the Flex Plan provides added benefits for district employees with no additional cost to the district.

## **FINDING**

Currently, the Clay County School District does not have a newsletter dedicated to informing employees about insurance or benefit options. Although employees are encouraged to submit their concerns and questions regarding benefits to members of the Insurance Committee, there are only 11 committee members representing over 2,500 employees.

## **RECOMMENDATION**

### **Recommendation 9-3:**

**Create a format for a district newsletter that provides employees with health and medical advice, insurance information, and safety and workers' compensation information.**

Insurance and benefits are specialty fields and can be confusing to the general population. The Clay County School District offers employees a wide variety of choices in order to meet a range of employee needs. However, multiple benefit options can also be confusing to employees.

In addition, the district is continuing to amend its benefits package to more effectively serve its employees, such as the Flex Plan and changing medical benefit options. However, educating employees of the new changes is a time consuming effort.

The district should produce a quarterly newsletter to provide detailed information to employees on topics such as:

- safety tips;
- employee benefits;
- explanations or comparisons of medical benefits;
- workers' compensation claims;
- overage Dependent Verification procedures; and
- notice of free informational programs available to employees (such as Asthma Care Plus, Cardiac Care Plus, HIV Programs, Pediatric Immunizations, Breast Cancer Screening, Pap Smear Screening, Over 65 Flu Vaccinations).

In addition, the newsletter could highlight employee questions presented to the Insurance Committee and present explanations and answers.

Producing a quarterly newsletter covering these issues will provide the district with a more efficient and effective mechanism for communicating and disseminating information to employees. Further, it will serve to enhance the efforts of the Insurance and Risk Management Committees by making employees aware of the efforts of these two important functions.

A quarterly newsletter should be coordinated by the Insurance Department, with input from safety, personnel, risk management and insurance committees, maintenance, and transportation on issues involving employee benefits, safety, and health.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |   |
|--|---|
| 1. The Assistant Superintendent for Business Affairs should direct the Insurance Coordinator to develop a format for a quarterly newsletter.   | May 1998                                |
| 2. The Insurance Coordinator should develop a format for a quarterly newsletter that is approximately four pages in length.  | June 1998                               |
| 3. The Insurance Coordinator should contact district insurance carriers and risk management associations to get information on topics to be featured in the newsletter   | July 1998                               |
| 4. The Assistant Superintendent for Business Affairs should inform all affected departments to plan, prepare, and submit input for the quarterly newsletter. These areas should include safety, personnel, risk management and insurance committees, maintenance, and transportation.                        | July 1998                               |
| 5. The Assistant Superintendent for Business Affairs should announce in a memo or through e-mail to all district employees that such a newsletter is being developed. Further, employees should be encouraged to submit articles, questions, or requests for explanations to be contained in the newsletter. | July 1998                               |
| 6. The Insurance Coordinator should produce the district's first newsletter to be distributed to all employees.  | September 1998 and quarterly thereafter |

#### **FISCAL IMPACT**

This recommendation will have a nominal fiscal impact for the cost of paper used to produce the newsletter. This cost is estimated to be approximately \$300 on an annual basis:



Number of pages per newsletter (6 -page newsletter, double-sided)	3
Number of district employees	x 3,500
Quantity of paper needed per quarter	10,500
Number of times newsletter issued per year	x 4
Quantity of paper needed per year	42,000
Estimated cost of paper (.007 per sheet)	x .007
Estimated annual cost of newsletter	<b>\$294</b>

RECOMMENDATION	1998-99	1999-2000	2000-01	2001-02	2002-03
Develop Quarterly Newsletter	(\$300)	(\$300)	(\$300)	(\$300)	(\$300)

### **9.3 Cash Management**

#### **CURRENT SITUATION**

Clay County's Assistant Superintendent for Business Affairs has the overall responsibility for oversight of cash and investment management. Management of the daily operational activities for cash and investment management is delegated to the Director of Payroll, Budget, and Accounting.

The district maintains separate local bank accounts for its general fund, accounts payable, payroll, and insurance fund in addition to maintaining zero balance accounts for the payment of direct deposit transactions and payroll taxes. In addition, there is a separate bank account for the operations of the food services funds.

The Director of Payroll, Budget, and Finance monitors cash needs for the district and excess funds not needed for current operations are deposited with the Florida State Board of Administration.

#### **FINDING**

The Director of Payroll, Budget, and Accounting is responsible for ensuring that all district excess funds are invested in short-term investments in order to maximize interest income for the district. This position is also responsible for ensuring that adequate funds are kept in the general fund account to fund immediate cash needs.

There are no formal, written procedures for the monitoring of daily cash needs, nor are there Board policies governing investment of cash. In addition, cash needs are monitored on an informal basis without the benefit of a comprehensive forecasting model.

#### **RECOMMENDATIONS**

##### **Recommendation 9-4:**

**Develop and implement detailed procedures for the cash management function in the Clay County School District.**

Formal, written procedures for the cash management function provide vital information to employees in the event of absences or other occurrences. Good procedures provide detailed instruction for the regular, routine cash management function. In addition, procedures should instruct employees in handling any non-routine occurrences and in proper internal controls.

Lack of formal, written procedures could have a detrimental effect in the event that the employees regularly assigned to handle the cash management function are for some reason unable to perform their duties. Cash management at the district currently involves knowing what receipts are expected and what expenditures will be incurred. Incorrect monitoring could lead to insufficient funds available to meet obligations or lost investment revenue due to improper investing.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Board should adopt policies governing the investment of district funds.  | May 1998    |
| 2. The Assistant Superintendent for Business Affairs should assign the responsibility for developing cash management procedures to the Director of Payroll, Budget, and Accounting. | July 1998   |
| 3. The cash management procedures should be reviewed and approved by the Assistant Superintendent for Business Affairs and then by the Superintendent.                              | August 1998 |

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **Recommendation 9-5:**

**Develop an automated weekly cash flow projection model to facilitate cash forecasting for accounts payable, payroll, and investment activity.**

The Clay County School District should develop and implement an automated (i.e. electronic spreadsheet-based) cash flow projection model to monitor cash balances on a daily, weekly, and monthly basis. The projection model should consider all cash receipts and disbursements, along with the timing of each type of transaction. This would enable the district to continuously forecast and monitor its daily and weekly cash balances to facilitate the transfer of funds into high-yielding investment accounts. Additionally, the projection model would forecast anticipated cash shortages (if any) in sufficient time to cover the deficit from investment account drawings or alternate sources such as bank lines of credit.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Assistant Superintendent for Business Affairs should have the Director of Payroll, Budget, and Accounting develop a draft cash flow projection model. | August 1998    |
| 2. The Assistant Superintendent for Business Affairs should review the draft cash flow projection model and make the appropriate modifications.              | September 1998 |
| 3. The Assistant Superintendent for Business Affairs should implement the cash flow projection model.  | October 1998   |

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

The Director of Payroll, Budgeting, and Accounting reconciles the district bank accounts on a monthly basis, except for the food services operating account which is maintained in the Food Services Department. In addition to performing the reconciliation of these accounts, the Director makes transfers between these accounts and is responsible for all investment activity in the district.

### **RECOMMENDATION**

#### **Recommendation 9-6:**

**Separate the functions of transferring and investing cash from the reconciliation of the bank statements.**

The Business Affairs Division should modify current procedures to strengthen controls over cash. The Director of Payroll, Budget, and Accounting should continue to monitor cash, invest idle funds, and make transfers between accounts, but the reconciliation process should be performed by another individual in the department. This responsibility could be assigned to the accounting assistant.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |          |
|---|----------|
| 1. The Assistant Superintendent for Business Affairs should direct the accounting assistant to handle all bank reconciliations. | May 1998 |
| 2. The Director of Payroll, Budget, and Accounting should train the accounting assistant in the reconciliation process.         | May 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **9.4 Fixed Assets**

#### **CURRENT SITUATION**

Management of district assets is assigned to the Property Control Department. Headed by a Property Control Coordinator, and staffed with an accounting assistant and a warehouse, the main responsibilities of the department include:

- providing oversight, monitoring, and coordinating the fixed asset inventory function;
- conducting needs assessments for furniture and equipment;
- maintaining two warehouses of furniture;
- disposing of obsolete assets; and
- ensuring that all furniture and equipment in the district is tagged and recorded.

The Clay County School District uses a decentralized asset management process in that each school or department has an assigned property manager (in the schools, this is usually the principal or assistant principal). Property managers are responsible for receiving custody of assets, tagging of assets, and recording all asset information such as description, serial number, and location, in the automated inventory system. Property managers are also responsible for accounting for all fixed assets during the annual inventory process.

Following the annual inventory conducted by the property managers, the Property Control Coordinator conducts a follow-up audit of the process. Any items identified as missing are recorded and the property manager is directed to try and locate the missing items. All items with a final designation of “missing” are reported to the Board, along with a report of explanation and prevention from the property manager. In addition, state auditors conduct an annual inventory.

The Property Control Department maintains two small warehouses of surplus furniture. This supply of furniture is kept on hand to provide for emergency replacements needed throughout the school year.

#### **FINDING**

The Clay County School District maintains a very organized system for accounting for fixed assets. The property control offices as well as the storage warehouses are clean and neatly organized. In addition, the Property Control Department maintains a

detailed, well-organized procedures manual that is distributed to all property managers in the school district.

### **COMMENDATION**

**The Clay County School District is commended for its excellent fixed asset management system.**

### **FINDING**

All property managers in the district are held to a high degree of accountability for the asset management function. That is, discrepancies in the asset management function identified during the audit process are reported in the property manager's annual performance evaluation. In addition, any school site or department having assets that cannot be accounted for in excess of \$1,000 must file an explanation with the Board in addition to providing plans describing how they will correct the situation.

Exhibit 9-5 shows the amount of "missing" items for the last three years.

**EXHIBIT 9-5  
MISSING INVENTORY TOTALS IN THE  
CLAY COUNTY SCHOOL DISTRICT**

<b>FISCAL YEAR ENDING</b>	<b>TOTAL MISSING INVENTORY</b>
1995	\$26,664
1996	\$31,388
1997	\$37,924

Source: Clay County School District, Property Control Department, 1998.

In addition, missing inventory to date for fiscal year 1998 amounts to \$43,390. This total is preliminary, however, schools and departments are currently in the process of locating the missing items.

### **COMMENDATION**

**The Clay County School District is commended for establishing and maintaining an inventory system with accountability.**

With a total fixed asset inventory of approximately \$33 million, missing inventory amounts to a rate of less than one percent.

### **FINDING**

Property managers are responsible for identifying furniture when it becomes obsolete or otherwise unusable and having it shipped to the surplus warehouse. All items tagged as surplus property are reported to the Board and then are removed from the accounting records of the district. Twice annually, the surplus warehouse is opened to the public for sale of surplus items. For fiscal years ending 1996 and 1997, revenue

from surplus sales amounted to \$4,000 and \$6,000, respectively. All revenue generated by the surplus sales are deposited back into the general fund. Before items are made available to the public, however, schools and district departments are allowed to obtain any of the items for district use.

## **COMMENDATION**

**The Clay County School District is commended for maximizing revenue in the sale of surplus property.**

In addition, the efficient management of surplus property has saved the district in storage costs.

## **FINDING**

State regulations require that school districts track and account for all assets with a value of \$750 or more. The Clay County School District has established a policy to track all assets with a value of \$200 or more. As the district increases in size, it will be more difficult to account for assets at that level.

## **RECOMMENDATION**

### **Recommendation 9-7:**

**Increase the value threshold for tracking assets to \$750.**

As the district increases in size and adds new schools, the asset tracking function will need to be expanded. Increasing the district's threshold will eliminate unnecessary tracking of smaller, less valuable items.

In addition, in the future as the state modifies the tracking threshold, the district should amend their own thresholds accordingly.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Assistant Superintendent for Business Affairs should request that the Board increase the limit for tagging and tracking fixed assets to \$750.                          | May 1998    |
| 2. After Board approval, the Assistant Superintendent for Business Affairs should communicate the new threshold to all employees in the district responsible for fixed assets. | June 1998   |
| 3. The Property Control Coordinator should incorporate the new threshold into operating procedures.  | Summer 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Clay County School District is currently in the process of converting all existing automated systems to a new TERMS system. The Property Control Inventory System is included in this conversion. Full implementation of the TERMS System is expected to be completed by July 1998.

At this point in time there is no plan to implement a bar coding for accounting for fixed assets. Currently, all fixed assets are accounted for manually.

## **RECOMMENDATION**

### **Recommendation 9-8:**

**Implement a fixed asset bar coding system that will interface with the new TERMS system.**

By using a bar coding system, the annual inventory process will become easier and less time consuming to perform. Property Managers are able to scan bar coded tags attached to assets, and the item is automatically located in the system.

At this point in time, a bar coding system has not been included in the needs assessment for equipment in the district. The implementation of TERMS is the first priority. However, upon successful implementation of TERMS, the district should implement a compatible bar coding fixed asset system.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Property Control Coordinator and the Director of Information Services should research the requirements for implementing a bar coding system, including technology requirements and cost. The bar coding system should be able to interface with the TERMS property inventory system. | June 1998 |
| 2. The Board should approve that all funds realized from the sale of surplus property be set aside to fund the purchase of a bar coding system.   | June 1998 |
| 3. The Property Control Coordinator should implement a fixed asset bar coding system.   | July 1999 |

**FISCAL IMPACT**

The estimated cost to implement a bar coding system is \$60,000.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Implement a Fixed Asset Bar Coding System	-0-	(\$60,000)	-0-	-0-	-0-



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## **12.0 PURCHASING AND WAREHOUSING**

This chapter reviews purchasing and warehousing functions for the Clay County School District in the following two sections:

- 12.1 Purchasing
- 12.2 Warehousing

Purchasing is an essential function for any school system because instructional supplies, materials, and equipment critical to each school's educational mission must be obtained in the most efficient and cost effective manner possible. Schools, centers, and offices must be able to order and receive these items on time and in good condition.

An efficient purchasing and warehousing function should have management processes in place to ensure that supplies, equipment, and services are purchased, from the right source, in the right quantity, and at the lowest price. Once purchased, equipment and materials must be efficiently stored and delivered to the appropriate location in a timely manner.

### **12.1 Purchasing**

An efficient procurement system is one that readily responds to the needs of its customers. District schools and departments rely on the purchasing function to expeditiously translate their requests for goods and services into quotes and bids from vendors that can be reviewed to determine the extent to which they meet the requirements of the original request. Once a vendor is selected, the purchasing function facilitates prompt delivery of the goods and services to the requesting school or department.

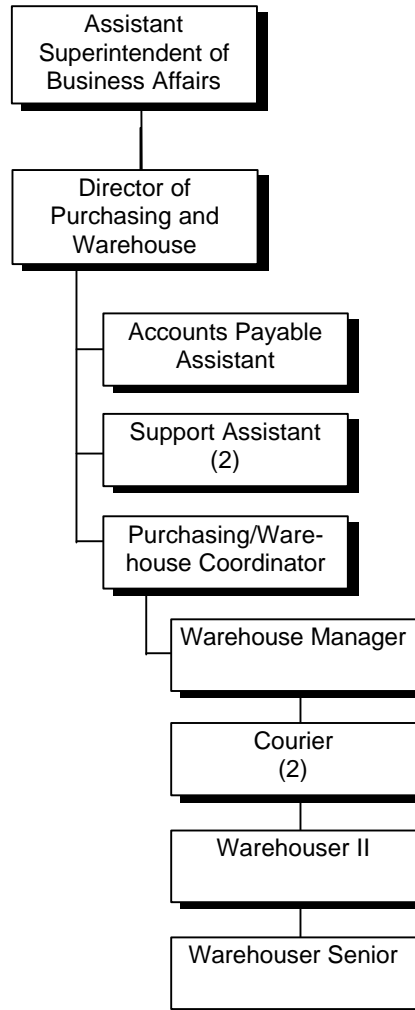
### **CURRENT SITUATION**

In the Clay County School District, the purchasing function is housed within the Division of Business Affairs. Exhibit 12-1 illustrates the current organizational structure of the Purchasing and Warehouse operation for the Clay County School District. The Purchasing and Warehouse operation is one of four departments that report to the Assistant Superintendent for Business Affairs. The Director of Purchasing and Warehouse is responsible for ensuring that the district purchases all needed goods and services as specified by policies and procedures established by the School Board. The Director of Purchasing and Warehouse is charged with ensuring that the Clay County School District purchases the goods and services at the lowest possible price, while not sacrificing quality.

As shown in Exhibit 12-1, the Director of Purchasing and Warehouse has four positions reporting directly to her—the Purchasing/Warehouse Coordinator, the Accounts Payable Assistant, and two Support Assistant positions. As discussed in Chapter 10.0, the Accounts Payable Assistant and the Support Assistants handle both accounts

payable and purchasing functions, and although the formal reporting relationship of these positions is the director, in reality the Coordinator of Purchasing and Warehouse provides day-to-day oversight of the position.

**EXHIBIT 12-1  
CURRENT ORGANIZATIONAL STRUCTURE  
FOR THE DEPARTMENT OF PURCHASING AND WAREHOUSE  
CLAY COUNTY SCHOOL DISTRICT**



Source: Clay County School District, January 1998.

Exhibit 12-2 details the bidding requirements established by Board policy. All school sites and departments are responsible for obtaining their own informal quotes; formal bids required for purchases of \$15,000 or more are handled by the Purchasing Department, with the exception of goods and services procured for the Food Services Department and the Facilities Planning Department. The Purchasing Department assists these two areas in the formal bid process.

**EXHIBIT 12-2  
BIDDING REQUIREMENTS IN THE  
CLAY COUNTY SCHOOL DISTRICT**

<b>DOLLAR AMOUNT*</b>	<b>PROCEDURE</b>
\$5,000 - \$6,999	Documented telephone quotes from two or more qualified vendors.
\$7,000 - \$14,999	Written quotes from three or more qualified vendors.
\$15,000 or more	Formal bids from three or more responsible sources.

Source: Clay County School Board Policy Manual, 1998.

\*NOTE: The limits stated in Board policy refer to cumulative totals for like products/services needed through the fiscal year.

Purchase orders are entered into the purchasing system directly by employees in the schools and departments. The automated purchasing system controls the budgeted expenditures by disallowing purchase orders that come within 90 percent of budgeted levels. In order to exceed 90 percent of a budgeted line item, the Director of Purchasing must pre-approve the purchase order. After schools and departments enter their purchase orders, the Purchasing Department prints a five-part purchase order. After reviewing and approving each purchase order, the Director distributes the purchase order copies as follows:

- original to vendor;
- two copies to the school or department site (one copy serves as a permanent copy and one serves as a "receiving" copy);
- one copy is maintained in the Purchasing Department files; and
- one copy is held for Accounts Payable.

As supplies are delivered throughout the district by vendors, school sites and departments are required to inspect the goods received, sign the "receiving" copy of the purchase order, and forward this form to Accounts Payable where it is used to verify proper receipt of goods. Vendors are required to send invoices directly to the Accounts Payable Department where they are processed for payment.

**FINDING**

Surveys of district administrators, principals, and teachers show a high degree of satisfaction with the purchasing function in the Clay County School District --- 84 percent of administrators and 81 percent of principals, in Clay County feel that the district's purchasing function is either *adequate or outstanding*. In addition, when the percentage of Clay County administrators expressing satisfaction with the purchasing function is compared to satisfaction levels of purchasing functions in other school district's throughout the country, 82 percent of administrators in Clay County respond that the purchasing function is *either adequate or outstanding*, as compared to 52 percent satisfaction reported by other school systems.

## **COMMENDATION**

**The Clay County School District is commended for the high level of customer satisfaction of its purchasing function.**

## **FINDING**

Currently, emergency purchases in the Clay County School District are handled by obtaining telephone approval for the expenditure, and then issuing a confirming purchase order after the emergency purchase has occurred. In addition, petty cash is used for the purchase of small items not exceeding \$30. Petty cash vouchers are replenished on a frequent basis, with the petty cash custodian submitting all receipts to Accounts Payable.

## **RECOMMENDATION**

### **Recommendation 12-1:**

**Implement procurement cards for the purchase of emergency items and for other allowable purchases in the district.**

Procurement cards are credit cards issued by the district to employees. The Clay County School District can set spending limits for each card when issued, and place restrictions on the types of purchases made. Procurement card expenditures would be paid monthly to the issuing bank in one lump-sum payment. Cardholder payments can be reviewed daily, weekly, or monthly by both the cardholder and Accounts Payable staff. Using procurement cards should eliminate the need for confirming purchase orders and should reduce the number of payments processed annually.

To implement a procurement card program, the Clay County School District should contract with a procurement card company to provide the cards. Through effective negotiations, the card and service fees can be negotiated out of the agreement (at no cost to the district). The Clay County School District should assign one of their Accounts Payable staff to manage the program.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |               |
|---|---------------|
| 1. The Assistant Superintendent for Business Affairs should establish a team of members from Purchasing, Accounts Payable, Accounting and other customer departments. | May 1998      |
| 2. The team should visit and interview other procurement card users.  | May-June 1998 |
| 3. The team should review card capabilities with major providers (American Express, Visa, MasterCard).  | June 1998     |

- |  |                |
|--|----------------|
| 4. The team should gain the approval of the Assistant Superintendent of Business Affairs to move forward with a Request for Proposals (RFP). | July 1998      |
| 5. The team should develop the RFP.  | August 1998    |
| 6. The Assistant Superintendent of Business Affairs should approve the RFP.  | September 1998 |
| 7. The team should establish policies and procedures for the procurement cards.  | October 1998   |
| 8. The procurement card vendor should be selected.   | November 1998  |
| 9. The Director of Purchasing/Warehouse should identify a staff member to manage the card program.   | December 1998  |
| 10. The procurement card staff member should conduct a needs assessment to determine which employees will be issued cards.                   | December 1998  |
| 11. The Clay County School District should pilot the program with several campuses and departments.  | January 1999   |
| 12. Districtwide training on the use of procurement cards should be conducted.   | January 1999   |
| 13. The district should implement the procurement card program throughout the district.  | March 1999     |

#### **FISCAL IMPACT**

This recommendation should be implemented at no cost to the district. Efficiency savings will be realized in the reduction of invoices processed by the Accounts Payable staff.

#### **FINDING**

The Clay County School District currently uses cooperative arrangements for purchases of fuel, building materials such as asphalt and concrete, and paper. Formerly, the district maintained more frequent use of cooperative purchasing arrangements, but the decentralization of many county and city purchasing departments has made such arrangements difficult and time consuming for Clay County School District staff.

## **RECOMMENDATION**

### **Recommendation 12-2:**

#### **Research cooperative purchasing arrangements through the Internet and other sources.**

The district should use the Internet to search for cooperative purchasing opportunities. In addition, the district should use school affiliations and other school organizations and local consortia to share and exchange cooperative purchasing information.

Through such sources, the district could announce purchasing agreements in which other local entities could participate, in addition to announcing Clay County School District needs. Another useful source of such cooperative information is current district vendors.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |          |
|--|----------|
| 1. The Assistant Superintendent for Business Affairs and the Director of Purchasing and Warehouse should meet to discuss opportunities for sharing resources for cooperative purchasing arrangements.  | May 1998 |
| 2. The Director of Purchasing and Warehouse should research local opportunities for cooperative purchasing arrangements through the Internet and through local contacts such as state associations meetings, current district vendors that may be aware of purchasing arrangements entered into by neighboring school districts, and other community meetings. | Ongoing  |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **12.2 Warehousing**

Warehousing is an essential function of efficient supply operations in any district. Without an efficient warehousing function, cost savings that result from buying in large quantities can not be realized.

## **CURRENT SITUATION**

The Clay County School District maintains almost 11,000 square feet of warehouse space for stocking materials, equipment, and supplies for all schools and district divisions and departments; the items are delivered by suppliers to the central warehouse where they are received, tagged, added to the inventory records, and stocked. Schools, centers, and administrative offices throughout the district order from warehouse stock. The Warehouse performs several primary functions. These functions include:

- ordering;
- receiving;
- inventorying; and
- distributing supplies, materials, and equipment throughout the district.

In addition to tasks related to the warehousing function, the Warehouse provides for the pick-up and delivery of interoffice mail, delivers classroom and library books, and delivers and picks up testing materials.

The district requires that all suppliers of food products used for cafeteria operations be delivered on a “just-in-time” basis to each school; the district, thus far, does not maintain large stocks of food items.

The June 30, 1997 supply inventory totaled \$370,597. Exhibit 12-3 shows inventory balances for the last two fiscal years. The district also maintains inventories of maintenance, automotive, and print shop supplies that do not fall under the responsibility of the Purchasing/Warehouse Department.

**EXHIBIT 12-3  
YEAR END INVENTORY FOR THE SUPPLY WAREHOUSE IN THE  
CLAY COUNTY SCHOOL DISTRICT**

YEAR	YEAR END INVENTORY IN DOLLARS	PERCENT CHANGE
1995-96	\$407,333	NA
1996-97	\$370,597	9.91% decrease

Source: Clay County School District, Purchasing and Warehouse Department, 1998

**FINDING**

The district maintains 11,000 square feet of warehouse space used for stocking educational, office, and custodial supplies. In addition, surplus space in the warehouse is used by other departments in the district for temporary storage of large items.

An inspection of the warehouse facilities indicated that the physical structure was sound, and that all goods and supplies are kept well-organized and clearly labeled on supply shelves. The warehouse is kept clean and free of clutter.

During non-business hours, the warehouse is kept locked, in addition to keeping the surrounding fence locked. Over the past 20 years, the warehouse has experienced only one break-in.

**COMMENDATION**

**The Clay County School District maintains an efficient warehouse operation.**

## **FINDING**

On a daily basis, two warehouse drivers make rounds to every school in the district delivering requisitioned goods from the warehouse and district mail. On payday, drivers deliver paychecks to each school. During their rounds to each school, drivers also pick up mail and other items to be delivered to other areas of the district.

District policy states that upon receipt of supplies from the district warehouse, the school principal or an authorized representative has the responsibility to acknowledge the receipt of goods *immediately* upon receipt by signing the applicable receiving documents. District employees report that due to time constraints, the acknowledgment of the receipt of goods sometimes does not take place immediately. Occasionally, school sites will report that items are missing, yet warehouse records show that delivery of the items had taken place.

## **RECOMMENDATION**

### **Recommendation 12-3:**

#### **Reduce the frequency of deliveries of supplies made to schools.**

Limiting the delivery schedule to schools and consolidating the requisitioning of goods to once weekly will save time. Drivers will continue to visit schools daily to pick up and deliver mail, but each school should have supply deliveries made weekly. Staggered delivery schedules will save time for the drivers and will be more efficient for warehouse employees. In addition, by making fewer supply deliveries, school personnel should have more time to actually inspect delivered goods and to properly acknowledge the receipt of goods.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Purchasing/Warehouse Coordinator should instruct the Warehouse Manager to develop a weekly delivery schedule for warehouse drivers.   | May 1998    |
| 2. The Purchasing/Warehouse Coordinator should issue a memo to all schools and departments notifying them of the change in delivery schedule and requisition procedures.   | June 1998   |
| 3. The Purchasing/Warehouse Coordinator should issue a memo to all district personnel responsible for receiving goods explaining the necessity of following Board policy on the proper receipt of goods in the district. | Summer 1998 |
| 4. The Warehouse Manager should implement the new requisition/delivery schedules.  | August 1998 |



## **FISCAL IMPACT**

The implementation of this recommendation will result in time and efficiency savings, allowing district personnel to devote more time and attention to the proper receipt of goods.

## **FINDING**

School sites and department heads requisition supplies from the district warehouse by entering requisition orders into the automated computer system. Board policy states that requisitions must be approved by either the principal or the department head prior to issuance of the goods. Currently, there is no mechanism for approval of supply requisitions.

## **RECOMMENDATION**

### **Recommendation 12-4:**

**Improve the control of the supply requisition process by implementing a mechanism for principal approval.**

When implementing the new TERMS system, the Purchasing/Warehouse Department should ensure that there be a mechanism for on-line approval of requisitions by principals.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Director of Purchasing/Warehouse and the Purchasing/Warehouse Coordinator should meet with the Director of Information Services to discuss programming features for the new TERMS requisition system. | May 1998  |
| 2. The Director of Information Services should ensure that the new TERMS requisition system feature on-line approval capabilities.   | July 1998 |
| 3. The Purchasing/Warehouse Coordinator should instruct all district personnel of the requirements for proper authorization of requisitional goods.  | July 1998 |

## **FINDING**

The Clay County School District currently does not operate a recycling program. As a result, the district is paying for trash hauling services that could be avoided if paper and other products were diverted to recycling efforts.

## **RECOMMENDATION**

### **Recommendation 12-5:**

#### **Implement an extensive recycling program in the Clay County School District.**

By diverting waste products that could be recycled from the landfill, the district should reduce its current trash hauling expenses. The warehouse should coordinate a districtwide recycling program.

A recycling program implemented in the Lee County School District, a Florida district almost twice the size of Clay County, resulted in savings of almost \$170,000 in trash hauling fees annually. In addition, Lee County generates approximately \$12,000 annually from the sale of recyclable materials.

To encourage recycling in schools, Lee County has established an incentive program whereby any school saving \$5,000 or more as a result of recycling is paid a cash award. In fiscal year 1995-96, the district paid over \$70,000 in incentive awards to schools.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                        |
|---|------------------------|
| 1. The Assistant Supervisor for Business Affairs should direct the Purchasing/Warehouse Coordinator and the Warehouse Manager to develop a district-wide recycling program.   | May 1998               |
| 2. The Purchasing/Warehouse Coordinator should contact local recycling companies to investigate recycling opportunities within the local community.   | Summer 1998            |
| 3. The Warehouse Manager should develop a recycling program including promotional literature and posters to be distributed throughout the schools and department sites, recycle bins, procedures for the district to follow including the types of materials to be recycled and how they must be sorted, and develop a schedule of collecting recycled products from all district locations and delivery of the recycled goods to the appropriate handler in the community. | 1998-99<br>school year |
| 4. The Purchasing/Warehouse Coordinator should develop an incentive and reward plan for all schools and departments.  | 1998-99<br>school year |
| 5. The Warehouse Manager should instruct the warehouse drivers to begin collecting recycled products from all district facilities.  | September 1998         |

6. Based on the activity of the recycling program, the Warehouse Manager should evaluate the option of hiring a part-time driver to assist with the recycling program.

June 1999

**FISCAL IMPACT**

The district will have some initial costs in starting a recycling program. These include the cost of:

- printing informational and promotional materials; and
- acquiring cardboard recycling bins.

The savings associated with the recycling effort will result from reduced trash hauling fees. In addition, the district may also receive additional revenue from the sale of recycled products.

Using the Lee County School District's recycling program savings of \$170,000 annually as a model for this fiscal impact, Clay County, a district about half the size of Lee County, should generate an estimated \$75,000 to \$85,000 in trash hauling fees on an annual basis. This estimate does not account for actual revenue received from the sale of recycled goods; therefore actual savings to the district may be higher. In addition, until district personnel can be educated about recycling efforts, the program will not achieve maximum savings potential until the program is well established.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Establish a Recycling Program	(\$1,500)	\$65,000	\$80,000	\$80,000	\$80,000

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## **11.0 ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY**

This chapter provides a review of administrative and instructional technology use and support in Clay County School District. When reviewing the administrative technology resources of a school system, MGT examines the host computing system that supports the administrative applications; the applications themselves and the degree to which they satisfy user needs; the manner in which the infrastructure supports the overall operations of the school system; and the organizational structure within which the administrative technology support personnel operate.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This includes broad areas such as the technology plan, the organizational structure and the infrastructure to more specific resources available in the classroom, such as the type of hardware employed, the method of selecting software, and the access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

Since Clay County has a Technology Plan, that plan is assessed initially to reinforce particularly effective strategies and to identify areas to which additional effort and resources should be applied. Following the review of the plan, specific components of the district's technology support are addressed, in many cases expanding upon the goals and objectives of the plan.

The seven major sections of this chapter are:

- 11.1 Technology Plan
- 11.2 Organization and Staffing
- 11.3 Software
- 11.4 Hardware
- 11.5 Infrastructure
- 11.6 Technical Support
- 11.7 Staff Development

### **11.1 Technology Plan**

The Clay County School District has developed a Technology Plan. It covers all the primary areas that a plan should address, except that it does not specify either the costs or schedules associated with the implementation of the various goals and objectives. Because of the existence of the plan, and the fact that it provides an excellent base for promoting and implementing technology in the district, this review is included as a way of emphasizing specific actions that should be taken. In many cases, subsequent sections of this chapter address some of these actions more thoroughly.

## **CURRENT SITUATION**

In October 1992 *Blueprint 2000: A System of School Improvement and Accountability*, was approved by the State Board of Education as educational policy in Florida. This action mandated that all school districts take steps to improve the instructional process and the level of student achievement. In addition, *Blueprint 2000* established high standards for schools and students. Clay County School District administrative and instructional leaders recognized that if schools were to achieve these high standards, a significant infusion of technology into the schools was essential. Consequently, a District Technology Committee was created to develop a technology plan.

## **FINDING**

Following considerable discussion and debate, the District Technology Committee concluded that all Clay County schools “must be brought to a Standard Level of Technology to include voice, video, and data transmission.” Because of the differences between elementary, middle, and high schools, however, it was determined that there should be a different standard for each level, rather than one standard for all. It was further decided that five years was an appropriate time frame for achievement of these standards.

The first goal of the plan specifies that “students and staff will have access to technology in all programs.” Several specific objectives are cited which are designed to ensure that technology is widely available. Some of the technology plans objectives include:

- Teachers and students should have immediate access to external information services and programming from a variety of sources including:
  - the state educational network (the Florida Information Resource Network or FIRN),
  - telecommunications links,
  - distance learning alternatives, and
  - Internet access.
- Technology goals and objectives will be incorporated into every school’s School Improvement Plan.
- A complete schoolwide network infrastructure will be implemented in every school such that every instructional area will be connected.
- A full-time technology specialist will be employed at each school.
- All instructional staff will be provided easy access to telephones.

## **COMMENDATION**

**The Clay County School District is commended for developing the District Technology Plan and taking steps to ensure that:**

- **standard levels of technology implementation are established for every school;**
- **technology is incorporated into every program;**
- **School Improvement Plans embrace technology;**
- **every school will have a networked infrastructure; and**
- **a full-time technology specialist will be employed at every school.**

If a school district is to effectively implement, support, and use technology, it must have a technology plan. Without planning, critical factors such as training, equity and funding will not be addressed appropriately. Nor will the district be able to deal effectively with the rapid changes that occur in technology. Finally, because a good plan generates credibility with the public, it is an essential tool for securing public support of and funding for technology.

Establishing a standard level for technology is an excellent strategy for providing schools with an indication of the minimum level of technology needed to have a significant impact on learning. This standard provides a framework for planning. The standard also helps to assure equity in two ways:

- First, it sets levels of technology implementation for every school, thereby ensuring that every student will attend a school that provides him/her with access to technology.
- Second, it equalizes and facilitates the budget process by giving a clear picture of what funding is needed to reach the standard for each school.

An emphasis upon incorporating technology into every program is also important. There are subject areas where it is commonly understood that technology is a great asset, but there are also areas where technology is an afterthought. Just as in the workplace where technology has become a resource in almost every area, it can be a very positive tool in practically every instructional discipline.

The Technology Plan's emphasis upon incorporating technology into School Improvement Plans is exceedingly important. Obviously, the most important business of schools is improving the performance of their students, not teaching them to use technology. However, technology is a proven way of enhancing student performance, and a means of better preparing students for the competitive world-of-work into which they will enter. Although technology, by itself, will not improve schools, effective school improvement cannot occur without technology.

As discussed more extensively in Section 11.5 of this chapter, infrastructure is the most critical technology resource. Without a schoolwide network and its connection to a district wide area network, teachers and students will not easily gain access to the multitude of educational resources that are now available from almost any place in the

world. As businesses are finding, without access to the Internet and World Wide Web (WWW), staying competitive is very difficult, if not impossible. It will be no different for schools.

After training, the most important factor that determines how effectively teachers employ technology is the support available to them. This is discussed in more detail in Section 11.6, Technical Support. The allocation of a full-time technology specialist in every school is the most effective way to provide this support.

## **FINDING**

The second goal of the Clay County School District's Technology Plan stipulates that "students will acquire the skills to use technology as a tool for information retrieval, knowledge acquisition, and communication." Goal three indicates that "teachers and staff will acquire sufficient technological skills to incorporate technology into the schools." These two goals are closely related. If students are to become effective users of technology, their teachers must be well versed in its use.

Specific steps for achieving goal two include integrating technology into the curriculum across all disciplines and coordinating the curriculum with Florida's Sunshine State Standards. Noteworthy actions designed to help teachers and staff become proficient with technology include:

- arranging at least 60 hours of training for the school-based technology specialists that will be employed in every school;
- providing training in the changing role of teachers as facilitators;
- encouraging district and school representatives to participate in state conferences and meetings dealing with technology;
- establishing hiring criteria for both administrators and teachers that requires technological skills; and
- making portable computers available to teachers and staff to use at home.

## **COMMENDATION**

**The Clay County School District has recognized both the need to provide technological skills to students, and the critical importance of preparing teachers to be effective technology users, thereby enabling educators to help students acquire those skills.**

A number of very effective measures are cited for helping teachers become proficient users of technology. Particularly significant are those relating to training teachers to master the role of facilitator and providing extensive training to those individuals who will serve as school-based technology specialists. Practical experience and numerous studies have demonstrated that the need for training teachers to use technology is essential if technology is to impact the learning process.

Other visionary staff development strategies include:

- Encouraging staff to participate in technology conferences and meetings. Conferences for teachers, as for other professionals, can be exceedingly beneficial, both for exposure to new strategies and technology resources, and for the opportunities to interact with colleagues from other parts of the state and beyond. Nothing helps teachers more than seeing how their peers in other schools and school districts employ technology in a similar environment.
- Implementing criteria that requires technological skills in order for new administrators or teachers to be employed. Imposing such requirements clearly conveys the message that, in order to work for the Clay County School District, one must possess the skills that will enable them to help students become effective technology users.
- Providing portable computers and other equipment for teachers to use at home. Learning all that one needs to know about how to use computers effectively in the classroom does not come easily or quickly. If teachers have the opportunity to work regularly with the technology, they will become proficient more quickly. Since many teachers still do not have computers at home, this strategy will provide the opportunity for all teachers to become technologically adept in a shorter period of time.

## **FINDING**

The fourth goal of the plan is to “provide technical support at all levels.” Among the strategies cited for accomplishing this goal are the following:

- each school will be assigned a full-time technology specialist;
- the district will provide network installation and management;
- the district will provide “Help Desk” services for all schools and staff; and
- the district will implement and maintain appropriate security and security policies.

Goal five indicates that the Clay County School District will promote partnerships with parents, businesses, industry and other organizations while Goal Six calls for the establishment of “a permanent districtwide technology committee.”

## **COMMENDATION**

**The Clay County School District is commended for its emphasis upon providing technical support at all levels within the district, and for its efforts to promote partnerships with community members.**



As previously stated, next to training, the most critical resource for helping teachers employ technology effectively in the classroom is support that is readily and quickly available. The best way to provide this support is to place a skilled technology support person in each school, as called for in the Technology Plan. An additional level of support for teachers and other staff is the provision of Help Desk services which will augment the support provided in schools by the school-based technology specialist.

Clearly one of the principle requirements for a network is security. The plan rightfully specifies that the Clay County School District will implement security measures that will protect the confidentiality of data, deter staff and student access to inappropriate materials available through the Internet or elsewhere, maintain the integrity of information that resides in various district databases, and ensure that the physical security of the equipment and facilities is preserved.

## **FINDING**

As indicated earlier, the Technology Plan identifies several excellent goals and spells out very appropriate objectives that will facilitate the achievement of those goals. However, it does not specify either the cost or the schedule for addressing the goals or the objectives.

## **RECOMMENDATION**

### **Recommendation 11-1:**

**Revise the Technology Plan to include costs and schedules for accomplishing the objectives specified therein.**

The Technology Plan will be much more informative with respect to what is to be accomplished if the projected costs and completion dates for the key milestones of each objective are specified. Since the Technology Committee should review and modify this plan annually, this would be the appropriate time to accomplish this recommendation.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |            |
|--|------------|
| 1. The Technology Committee, during its annual review of the Technology Plan, should add the projected costs and schedules for accomplishing the various objectives. | March 1999 |
|--|------------|

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **11.2 Organization and Staffing**

To achieve its technology goals, a school district must have an organizational structure in place that creates the best possible environment for implementing and supporting technology. The schools and the district as a whole will benefit most from an organizational structure that places all the technology support functions in one area.

The ideal administrative technology and information services organization has a clear and definitive vision of the entire range of information resources and services to be provided by a management information systems department. This vision includes a clearly delineated organization, data ownership tied to end-user needs, well-defined development procedures to be used when designing new applications, and an overarching mission to meet user needs, combined with a statement of methodology to be used to meet those requirements. Further, the vision would address anticipated new technologies and plans for adopting improved functionality over time.

The ideal instructional technology support organization is extremely familiar with school operations; very knowledgeable about the technologies that are used for instructional purposes; well versed in technology-oriented instructional materials; proficient in using networks for instructional purposes; experienced in conducting technology-related training in all areas, including integrating technology into the curriculum; and very closely associated with the curriculum areas to ensure that all instructional technology initiatives positively affect the teaching and learning process.

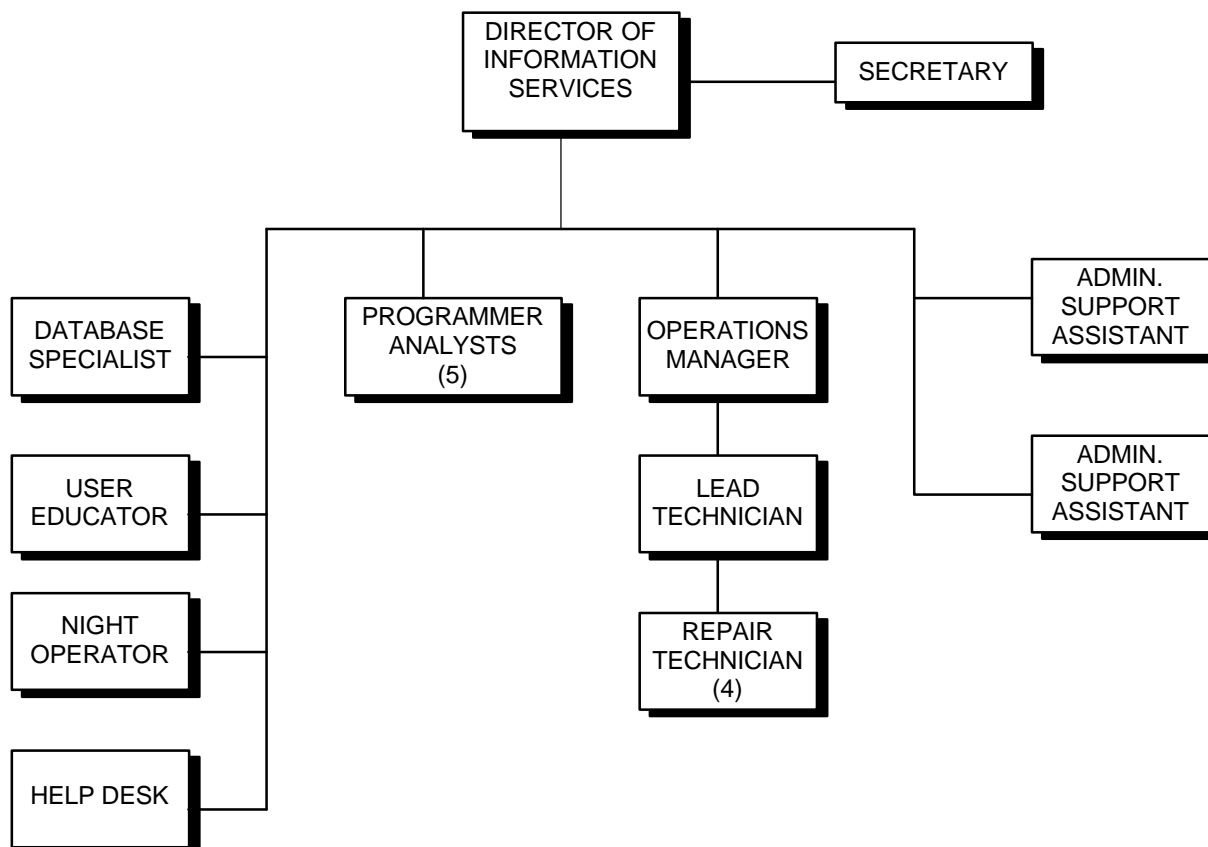
### **CURRENT SITUATION**

In Florida school districts the responsibility for supporting administrative technology typically belongs to Information Services (Management Information Systems or Information Resources, as it is sometimes called). Some information services units support only administrative technology while others support both administrative and instructional functions. Generally, this office is responsible for the infrastructure which supports the district's use of technology. As a minimum, this usually includes the wide area network (WAN) and often also includes management responsibility for the telephone system.

In Clay County, the unit which supports administrative technology functions is called Information Services (IS). That unit is composed of a director and 18 staff members. Exhibit 11-1 presents an organization chart of Information Services, illustrating its current structure. Functions that are supported by Information Services include:

- operations (managing the computer systems, supporting and installing networks, and providing equipment repair services);
- programming (developing, implementing, and maintaining administrative applications);
- database administration;
- user training; and
- help desk services.

**EXHIBIT 11-1  
CURRENT ORGANIZATIONAL STRUCTURE OF INFORMATION SERVICES  
CLAY COUNTY SCHOOL DISTRICT**



Source: Clay County School District Information Services, 1998.

The Clay County School District hired a new Director of Information Services in July 1997, filling a position that had been vacant for several months. The environment into which he entered was built around a Data Point System which provided the support for administrative functions districtwide. However, the Data Point hardware had been in place for 12-14 years and was no longer reliable.

**FINDING**

The Clay County School District's Instructional Technology Specialist is located in the Division of Instruction. Much of her time is devoted to responsibilities other than support of instructional technology. It is estimated that at least 20 percent and perhaps as much as 40 percent of her time is spent on activities that are not directly related to supporting school use of technology. The task that is most obviously outside the scope of the responsibilities of an Instructional Technology Specialist is the preparation of the

district's annual FTE forecasts, on which she devotes as much as two to three weeks annually. In addition, she is responsible for other activities not related to instructional technology.

During visits to schools, there were generally favorable comments made about the support received from the Instructional Technology Specialist. However, there were also comments indicating that additional instructional technology support was needed from that individual. Specifically, one computer education advisor commented that the district needed to, "provide more coordinated support for technology." In addition, teachers responding to MGT's survey overwhelmingly characterized the district's support of instructional technology as needing some or major improvement.

## **RECOMMENDATION**

### **Recommendation 11-2:**

#### **Transfer the Instructional Technology Specialist from the Division of Instruction to Information Services.**

Where once the administrative and instructional technology units could operate very effectively as independent entities, that has changed. The primary reason is that technology has changed significantly in recent years. The most important change that has occurred in technology is the role networks already play and the expanded impact they will have in the future. Thus, if instructional technology is to flourish, there must not only be strong attention paid to the technical aspects of implementing the networks, but there must be careful consideration given to the specific requirements schools have for making successful use of those networks.

There is, therefore, a dual requirement.

- First, those who are responsible for installing, maintaining and managing the district's networks need to have individuals they can directly call upon to help them understand how to effectively deploy and support networks that provide instructional capabilities. Those requirements differ from the requirements of networks that primarily support administrative functions.
- Second, instructional technology personnel need to have direct access to the people who provide network support because that is where the most critical technology support in the schools will originate in the future. By being a part of a combined technology unit, the Instructional Technology Specialist will enable Information Services to serve the schools more effectively.

While the support for technology will be enhanced by this move, it is critical that close ties remain with the Instructional Division. Currently the Director of Information Services meets regularly with instructional staff. The Instructional Technology Specialist should attend such meetings to retain a close association with instructional staff.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should plan for the transfer the Instructional Technology Specialist to Information Services. June 1998
2. The Instructional Technology Specialist should transfer into Information Services. Summer 1998

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

From the organizational chart shown in Exhibit 11-1, it can be seen that, of the 18 people who currently work in Information Services, 13 of them report directly to the Director. That span of control is too large for one person to supervise effectively, particularly in a small department where the Director, because of his expertise and experience with TERMS (The Educational Resources Management System), is also conducting some of the user training that is required.

## **RECOMMENDATION**

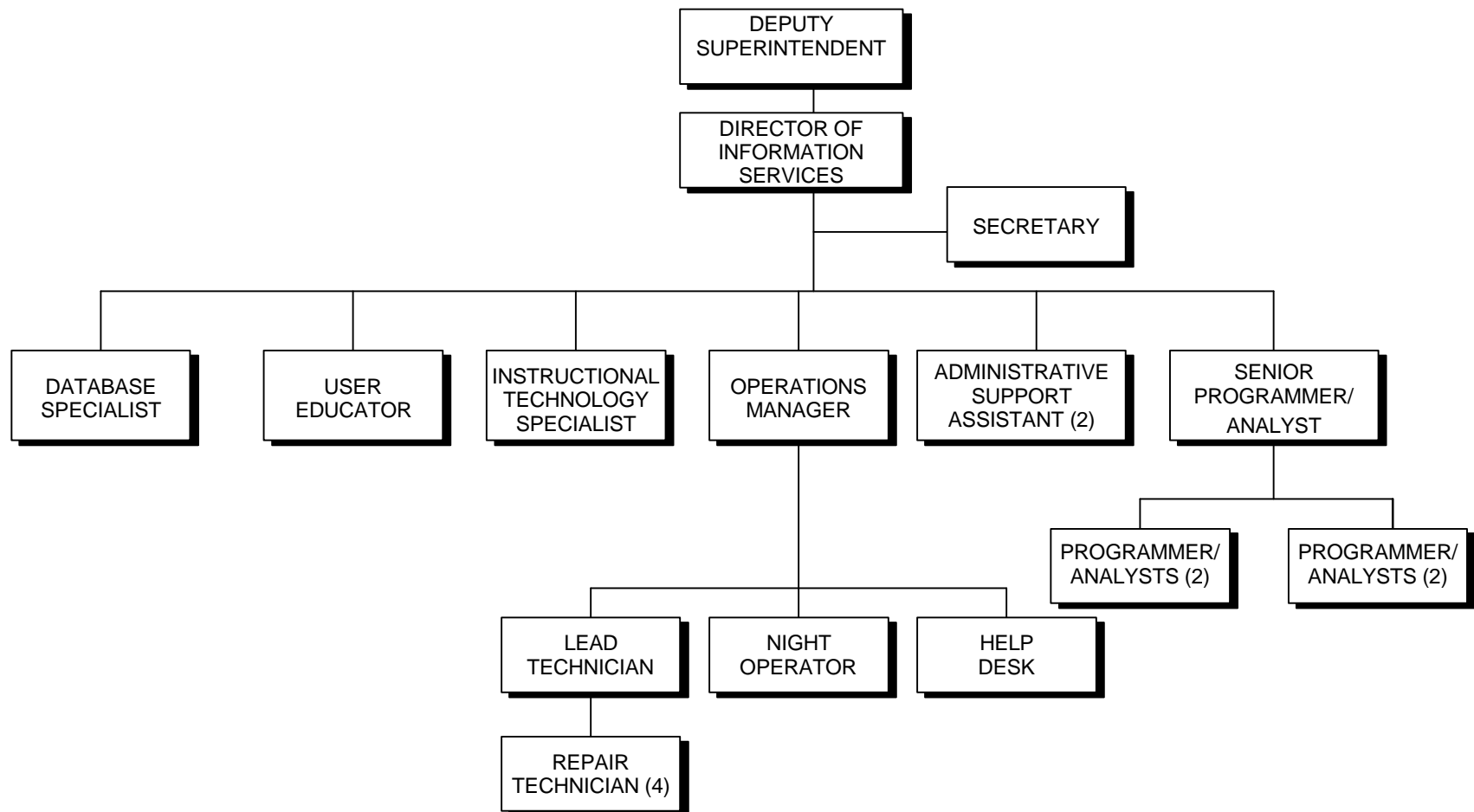
### **Recommendation 11-3:**

**Reorganize Information Services such that the Director supervises no more than eight positions.**

Exhibit 11-2 reflects the recommended organizational structure for Information Services. As that diagram illustrates, reporting to the Director, in addition to the Administrative Secretary, would be the Operations Manager, the User Educator, the Instructional Technology Specialist, the Database Specialist, the Senior Programmer/Analyst, and the two Administrative Support Assistants. The proposed structure would have eight positions reporting directly to the director, which is considered by industry standards to be an effective span of control.

Other modifications necessary to complete this restructuring include transferring the Instructional Technology Specialist into Information Services as described above; moving the Night Operator and the Help Desk to report to the Operations Manager; and elevating one of the programmer/analysts into a new supervisory Senior Programmer/Analyst position.

**EXHIBIT 11-2  
PROPOSED ORGANIZATIONAL STRUCTURE OF INFORMATION SERVICES  
CLAY COUNTY SCHOOL DISTRICT**



Source: Created by MGT, 1998.

The proposed organization chart (Exhibit 11-2) also shows two teams of two programmer/analysts each, rather than the one group of programmer/analysts shown on the current structure. This modification is intended to show that there are (or should be) two people who have a thorough understanding of one set of administrative applications. The other team would have an understanding of the remaining applications. Cross training among technical staff is critical to maintain effective support of all applications when staff members are on vacation or sick leave. This modified structure would facilitate the necessary cross training.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. With the concurrence of the Board, the Superintendent should create a new position of Senior Programmer/Analyst.                              | June 1998   |
| 2. The Director of Information Services should select one of the current programmer/analysts to fill the new Senior Programmer/Analyst position. | July 1998   |
| 3. The selected individual should move into the Senior Programmer/Analyst position.  | August 1998 |

### **FISCAL IMPACT**

The increased cost for a new Senior Programmer/Analyst position will be approximately \$6200 per year. That projection is based on a 10 percent salary increase, including benefits, for the person promoted to the new position. This amount would allow a 10 percent increase for the programmer/analyst with the highest current salary, if that person were selected. If another programmer/analyst were selected, the increase in cost would be less.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Create Senior Programmer/Analyst	(\$6,200)	(\$6,200)	(\$6,200)	(\$6,200)	(\$6,200)

### **FINDING**

The Technology Plan specifies that a “permanent districtwide technology committee” will be established. Such a committee has been created and it provides constructive support for technology. It is composed of three teachers, three principals and several central office administrators. Although the Technology Plan indicates that the Committee should meet on a monthly basis, it meets on an as needed basis.

### **RECOMMENDATION**

#### **Recommendation 11-4:**

**Empower the District Technology Committee to assume more responsibility for providing oversight to the technology operations of the school system.**

The purpose of this committee should be to monitor and provide oversight to the various technology endeavors of the school system. To do that effectively, it needs to be empowered by the Superintendent and Board. Also, to facilitate its efforts, some minor adjustments should be made to the Technology Committee such that it conforms to the following attributes:

- its membership should total no more than 14-16 members;
- members should have a good understanding of technology and its uses, at least within their respective areas;
- the committee should meet on a regular monthly basis;
- its members should be representative of all stakeholders, including parents and community members; and
- members should commit to allocating two to four hours per month to activities of the committee.

The composition of the existing Technology Committee already closely conforms to this suggested structure. By adding a parent and a community member, new and constructive perspectives would be added to the deliberations.

At the first meeting following this slight realignment, the Committee should formalize its mode of operation. For example, it should elect from its membership a chair and vice-chair. It should identify how it will maintain a record of the actions and decisions of the Committee, determine the duration of member terms, and how it will conduct its business. It should also either adopt a regular date or day each month for its meetings or schedule specific meeting dates at least six months in advance. By formalizing its operations, it will become a more effective and influential organization.

There are numerous responsibilities which this group should assume, including:

- annually review and update the Technology Plan;
- assist in developing recommended lists of instructional software;
- monitor the level of technology support available to schools and devise strategies for improving it as necessary;
- assist in the establishment of technology budgets;
- oversee the distribution of state technology fund allocations;
- provide advice and guidance on the types and amount of staff development that should be available;
- develop hardware, software and network standards;
- monitor the equity of technology in the schools;



- offer advice on technology grant applications/proposals; and
- recommend revisions in policies and procedures that impact technology use.

The Technology Committee will address most, if not all, of these areas through subcommittees. For example, to formulate strategies for enhancing the technology-related staff development offered by the district, two or three teachers would be selected to serve on a Staff Development Subcommittee. Augmenting these teachers on this Subcommittee would be two or three members of the Technology Committee. Following their deliberations, the staff development Subcommittee would present its recommended strategies to the full committee for adoption, who would, in turn, seek Superintendent and Board approval. Through this mode of operation, the District Technology Committee would become a key resource for the Superintendent and Board. Although it should continue to be an advisory body, this approach would enable it to become very influential with respect to technology use in the Clay County School District.

Given the number of responsibilities cited above for the Technology Committee and the suggested approach which calls for the creation of subcommittees to address each issue, it might appear that those who serve on the Technology Committee will spend an excessive amount of time in committee work. In fact, the subcommittee approach is designed to accomplish two things:

- reduce the amount of time each Technology Committee member must devote to the functions of that Committee; and
- spread the responsibility for contributing to the system's technology strategies among a large number of people throughout the system.

The way this would work is that, except to address some highly urgent issue, the full Technology Committee would meet only once per month. Interactions between the members would, of course, continue during the intervening time via telephone and electronic mail. When the Committee is to address a major issue (e.g., staff development strategies, the allocation of state funding, etc.), a subcommittee would be formed. The subcommittee would include one or two members of the full Technology Committee, plus two to five (more when necessary) others from the system and/or the community who are knowledgeable on the subject. That group would meet and examine the issue to the extent necessary and conclude their work by preparing recommendations to the full Technology Committee. At its next regular meeting, the full committee would accept (with amendments if it deems appropriate) the recommendation and take steps to implement the desired action. Using this strategy, Technology Committee members should normally be able to discharge their responsibilities for this function by devoting four or less hours per month.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should appoint a parent and a community member representative to serve as additional members of the District Technology Committee. May 1998
2. The Committee should hold an organizational meeting and begin its work as a more substantive technology resource to the school system. June 1998

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **11.3 Software**

As described earlier, in Summer 1997, the district decided that, as a result of the many problems it was having with both its hardware and administrative applications, it was time to convert all its processing requirements from its antiquated Data Point System to the AS/400. It was already using the Student Information System from the TERMS package and there was general satisfaction with the support that system provided.

## **CURRENT SITUATION**

The decision to move to the AS/400 was influenced greatly by the decision to convert from its existing, homegrown Finance and Human Resources applications to their TERMS counterparts. The Human Resources System, including payroll, was being converted at the time of MGT's on-site visit and was scheduled to be fully operational by March 1998. The Finance System was scheduled to be converted immediately after the Human Resources System. It is expected that the new Finance System will be fully operational by July 1998. The Data Point System should be completely phased out by September 1998.

At the time of the on-site visit, the district's student information system operated on the AS/400 using TERMS and was the only TERMS application in use. However, the conversion effort to move away from Data Point was well underway.

## **FINDING**

At the time of the on-site visit, the conversion of the payroll system was moving along reasonably well. However, one major concern was expressed by the users of the payroll system regarding the implementation effort: no schedule had been provided that identified milestones and completion dates for the various activities that were to be performed during the conversion effort. As a result, there was a great deal of uneasiness among the users about when things were going to be completed, when various types of training was to be conducted, and when other activities would occur.

## **RECOMMENDATION**

### **Recommendation 11-5:**

**Prepare conversion schedules that identify specific milestones that are to be completed during future conversion projects and identify the dates upon which those milestones are to be completed.**

Whenever a software development project is to be undertaken, it is important for both the user and the application team that an implementation schedule be prepared that outlines what is to be accomplished, by whom, and within what time frame. This will eliminate surprises, enable all participants to schedule their own work in a way that will allow them to fulfill the responsibilities they have to the conversion effort, and reduce the number of questions (and anxiety) that users may have regarding the implementation of the new system.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |          |
|--|----------|
| 1. The Director of Information Services should implement a regulation requiring that an implementation schedule be prepared and provided to the user prior to the initiation of any development project. | May 1998 |
| 2. The Information Services application development staff should adhere to the new regulation.   | Ongoing  |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **11.4 Hardware**

MGT's review of hardware involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource, in the classroom other relevant technologies include but are not limited to, video disc players, televisions, and networking equipment. With respect to computers used for instruction, it is important that they have sufficient power and speed to support the use of recently developed multimedia courseware and the effective access of the Internet/WWW. It is preferable that such computers be networked but, as a minimum, they should be capable of being networked. Similarly, computers that are used for administrative purposes also need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. These tools, too, should be networked.

## **CURRENT SITUATION**

With respect to the support of the administrative functions, at the time of the on-site visit, most administrative functions were supported by a Data Point System that has served as the district's primary host for administrative applications for over 12 years.

Because of its age, the Data Point System is no longer a reliable host System. To illustrate, the Data Point system goes down often, sometimes only for a few minutes; other times for an hour or two or more. When the system is down, of course, all users are without computing support, a very frustrating situation. Although there is a serious problem with the reliability of the Data Point System, even when it is operational its processing capability is substandard. For instance, it usually takes 10-12 hours or more to run payroll. During that period of time, no other uses of the system are possible.

## **FINDING**

Administrators at the central office and in the schools are very dissatisfied with the service provided by the Data Point System. In fact, when the topic came up during interviews, negative remarks about that system were almost always heard such as, “the Data Point System is a dinosaur,” and it is “an antiquated system.” As a result of this dissatisfaction, the many processing problems being experienced, and the inadequacy of the application software that operates on the Data Point System, the district appropriately resolved in the Summer of 1997 to move its administrative processing functions to an AS/400 that it initially acquired six or seven years earlier but which has been upgraded periodically so that it remains current.

## **COMMENDATION**

**The Clay County School District is commended for moving aggressively to eliminate its reliance upon the Data Point System.**

Although some administrators would have preferred to delay the conversion effort for a year, because of its lack of reliability and the types of problems the district was experiencing, the Superintendent supported the plan to convert from the Data Point System at the earliest time possible.

Given the nature of the problems with the Data Point System in recent months, it is understandable that administrators responding to MGT’s opinion survey were much more critical of Clay County’s use of administrative technology than were their counterparts in other school districts. Survey responses indicated that only 34 percent of Clay County’s administrators rated administrative technology use as *good* or *excellent*, compared to responses from administrators in numerous other school districts where 53 percent rated their respective district’s use of administrative technology as *good* or *excellent*. Similarly, 72 percent of Clay County’s responding administrators indicated that improvements were needed in the district’s data processing function, whereas only 33 percent of administrators in other districts felt their respective data processing functions needed improvement.

## **FINDING**

As described earlier, Clay County’s Technology Plan addresses the instructional uses of technology quite effectively. In many ways, the district has approached the support of instructional technology in an exemplary manner. The administration and the Board

have generally been supportive of instructional technology initiatives proposed by staff, particularly as they have related to the purchase of computers and other equipment.

In 1992, the Board made a commitment to install at least one computer and one television set in every classroom in Clay County. As of the date of the on-site visit, this goal had been realized.

## **COMMENDATION**

**The Clay County School Board is commended for demonstrating its commitment to the use of instructional technology by placing computers and televisions in every classroom in the county.**

In fact, many classrooms have more than one computer and most schools have one or more computer labs. All schools have televisions in every classroom, each with cable access to media centers. All media centers are well staffed and equipped, including a local area network and at least one telephone line to provide Internet access.

The one concern that was expressed in interviews was that the funding for hardware came almost exclusively from the state. The Board has not been inclined to augment the state funds with local money.

## **FINDING**

The Clay County School District does not have a systematic approach to replace computer equipment. An equipment replacement policy is an important component of a carefully planned and implemented technology program. Such a policy provides guidance to district and school personnel regarding when to replace existing hardware, how to conduct the acquisition process, and what should be done with the equipment being replaced.

## **RECOMMENDATION**

### **Recommendation 11-6:**

#### **Develop an equipment replacement policy.**

For an organization to support its technology requirements in a cost effective manner, it must have a strategy for acquiring replacement equipment appropriately and a methodology for rotating the replaced equipment to new users within the enterprise. It is important that new workstations be allocated to staff that require more powerful systems to ensure maximum investment returns. The allocation of newer PCs to such personnel will improve productivity and make available older models for use by staff having lower power requirements.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The District Technology Committee should establish a subcommittee to develop an equipment replacement policy. | June 1998 |
|--|-----------|

- |  |                |
|--|----------------|
| 2. The subcommittee should analyze the issues related to replacing equipment and develop a proposed policy which is presented to the full Committee.                     | August 1998    |
| 3. The District Technology Committee should review and refine the proposed policy and then take the necessary steps to propose to the Board to adopt as district policy. | September 1998 |

## **FISCAL IMPACT**

This recommendation can be completed with existing resources.

## **11.5 Infrastructure**

Infrastructure is the underlying system of cabling, phone lines, hubs, switches and routers which connects the various parts of a wide area network. It is similar in nature to a human skeleton or a country's road network--it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an infrastructure, such capabilities are available only on a piecemeal basis, usually to individuals who have the vision and the resources to create this capability for themselves.

Given the capabilities and benefits that will accrue, many organizations, both public and private, are finding that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true in a school district environment which typically has a central office and multiple school sites spread over a wide area.

## **CURRENT SITUATION**

The Clay County School District is in the process of implementing a wide area network that will connect every school and administrative office. The schedule calls for connecting every administrative office by July 1998 and connecting every school by July 1999. As the district's wide area network effort moves forward, local area networks are being installed in individual schools. As the Technology Plan specifies, each school should be fully networked by July 2000.

## **FINDING**

The district is moving forward with networking the schools and the implementation of a wide area network. Through a competitive selection process where schools submitted proposals seeking funding for fully wiring their facilities, seven were selected. From the district's state technology funds, \$300,000 has been set aside to cover the cost of this cabling. The district plans to augment those funds with E-rate (the "education rate" discounts from the Universal Service Fund which the Federal Communications

Commission has established to facilitate the acquisition of telecommunications services by schools and libraries) discounts.

A small committee, composed of the Information Services Director, Operations Manager, and the Instructional Technology Specialist, has been working on accessing the E-rate funds. Applications have already been prepared and submitted for the seven selected schools to receive these discounts. The committee believes that with these discounts, 12 or 13 schools may be wired, rather than the seven that can be networked with the funds available from the district's state technology fund allocation.

In addition to seeking Universal Service Fund discounts, the Clay County School District has other initiatives underway or planned that will strengthen its infrastructure. It has begun the process of migrating from the electronic mail system that resides on the Data Point System to a new districtwide email system. Email capability for all administrative and instructional staff will be fully realized when the wide area network is in place. Plans also call for providing Internet access to every teacher's workstation.

### **COMMENDATION**

**The Clay County School District is commended for its efforts to establish an infrastructure that will adequately support the educational needs of the district.**

In addition to the initiatives described above, efforts are underway to expand upon the district's WWW presence. While Information Services has the responsibility for administering the web page, administrative offices and schools are responsible for keeping their information up-to-date. Although the current web page is not yet the effective tool that is planned, steps are being taken to achieve that objective.

### **11.6 Technical Support**

As mentioned earlier, only training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those who had considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses to questions like those below, their effectiveness will be diminished.

- Why is one of the computers in my classroom malfunctioning so often?
- Why does my connection to the Internet keep disappearing?
- How do I direct a document to another printer in the building?
- How do I transfer this file to Middleburg High School?
- Why can't I import this Excel chart into my Word document?

Those schools which are able to supply answers quickly to these and scores of similar questions will be the schools which most effectively prepare their students. An on-site technology specialist is by far the best way of satisfying the needs described above.

## **CURRENT SITUATION**

Despite the fact that the Clay County School District has done a relatively good job of providing equipment to its schools, in MGT's opinion survey, teachers rated the district's support of instructional technology very low (59 percent indicated that the district's support for instructional technology needs some or major improvement). The probable reason that this area ranked so low was that the school system needs to strengthen its technical support and training---the two primary factors that determine whether technology is integrated effectively into the curriculum.

To its credit, the district has required that one teacher at each school be designated the Computer Education Advisor. This person is the main contact at the school on questions relating to technology and is to provide assistance and training to the other teachers at that school. In fact, each advisor receives a supplement to compensate him/her for the additional time they devote to this activity. The problem is that all but one of the school-level advisors have some teaching responsibilities and many have a full-time teaching responsibility. This situation leaves them very little time to assist teachers, much less offer training.

## **FINDING**

At the time of the on-site visit, the Division of Instruction was developing a proposal that it intended to present to the Board that calls for placing one skilled technology support person in each school. Special training courses would be offered this summer to prepare a cadre of teachers to assume this role at the schools. These individuals would provide technical support such as the following:

- coordinate and conduct staff development for teachers;
- provide advice to teachers on the use of multimedia, Internet use for the classroom, distance learning, curriculum integration, etc.;
- conduct research to obtain information on educational resources available on the WWW and elsewhere;
- coordinate the selection of software by teachers in the school;
- facilitate inter-school cooperative projects via the Internet or other distance learning resources;
- provide network administration support;
- serve as the main contact with the district's equipment repair unit to assist in problem diagnosis and perform limited repair work; and
- foster the cohesion of the school improvement and technology efforts.



## **RECOMMENDATION**

### **Recommendation 11-7:**

**Approve and implement the proposal that will provide a technology specialist at every school.**

As will be discussed in the next section, the staff development efforts of the district need to be enhanced. Providing a technical support person at each school is an excellent way of improving upon the technology training teachers receive, particularly the critical requirement for ensuring that training is ongoing.

Through interactions with other schools in the Clay County School District, as well as schools in other parts of the country or the world, these specialists can be effective facilitators of joint projects between classes in their schools and classes elsewhere. Obviously, after helping arrange such collaborative activities, they can also serve as a problem resolution agent when that requirement arises.

While these specialists will not be expected to become as proficient with network support as the technicians in Information Services, they will be trained to handle basic network support functions. In addition, their network savvy will be a great asset to those who have the responsibility for supporting networks districtwide since they will be able to more effectively communicate with the network experts on the nature of problems.

Similar to the role they will play in network support, these specialists will be able to more effectively communicate with the district's equipment repair personnel. The specialist's knowledge of the equipment will make it possible to eliminate many of the trips the repair technicians currently make to the schools by either repairing the equipment themselves or having the repair technician talk them through an equipment fix via telephone.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Instructional Division should complete its plan to allocate one technology specialist to each school and present it to the Superintendent and Board. | May 1998  |
| 2. The Superintendent and Board should approve the proposal.  | July 1998 |
| 3. The Instructional Division and Information Services should be assigned joint responsibility for implementing the initiative.                             | Fall 1998 |

## **FISCAL IMPACT**

The Division of Instruction estimates the cost of implementing their proposal at \$980,000 annually. The district intends to incorporate the resources for their proposal into the FY 1999 budget.

## **FINDING**

In the past, the district's equipment repair function had a very bad reputation. When school personnel were asked to describe the equipment repair support they received, they responded very negatively.

The new Director of Information Services has made improving the services of the repair unit a high priority. Since the new director arrived, the backlog of repair work orders has been reduced from over 300 to under 100. Although this is good progress, more is needed. School personnel still do not consider the services provided by the repair unit to be adequate. Regarding this service, frequently school-based personnel stated that the repair technicians were working very hard at their job, but they were unable to keep up with the demand because they were understaffed.

In the past, when special projects came up, such as assisting in moving an office or installing a new set of computers that had arrived, the technicians were able to perform some of that work on the weekends. This activity enabled them to allocate much more of their time during the regular work day strictly to the repair function. For the last several months, a regulation has been implemented which precludes such overtime work.

## **RECOMMENDATION**

### **Recommendation 11-8:**

#### **Modify the regulation that precludes overtime for repair technicians (under special circumstances).**

Although a lot of progress has been made in improving the repair function, still more is needed. One way to improve it is to increase the amount of time the technicians have to perform the repair work. If they were again able to use overtime to accomplish some of the special project work they are asked to do, they would be able to spend more time during the regular work week on repairs.

If this policy is changed, such that overtime can be used in special circumstances, the Operations Manager, in consultation with the Director, should carefully administer the use of the overtime. Its use should be reserved for accomplishing special projects that detract from the time spent on repairs or when an unusually large backlog of repair work has accumulated.

A secondary benefit of allowing judicious use of overtime is that it allows the technicians to receive a slightly higher income. This action may enable the district to retain these technicians for a longer period of time.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should issue a directive which modifies the regulation that prevents overtime for the repair technicians. May 1998

2. The Operations Manager, in consultation with the Director, should authorize the use of overtime by repair technicians when, in their discretion, special projects or a high backlog of repair make it appropriate. Ongoing

### **FISCAL IMPACT**

To accommodate the unusual repair workloads that accrue, overtime should be used. A small amount of funds should be set aside for this purpose with the understanding that it will be adjusted upward or downward in subsequent years, depending upon the need to use this resource. The chart below reflects an annual allocation of \$20,000 which might be a little more or less in later years after experience is gained with its use.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Allow Overtime For Unusual Repair Workloads	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)

### **FINDING**

Another area that is critical to providing support to district and school personnel is the Help Desk. Several steps have been taken or are planned to improved the functionality of the Help Desk. Some of those improvements are listed below:

- Recently a new person has been transferred to work the Help Desk.
- Much emphasis has been placed on the importance of that person having a strong customer service orientation.
- To enhance the customer service orientation, a follow-up system will be implemented that will include follow-up calls to persons who sought assistance from the Help Desk.
- The new Help Desk employee had been provided with a substantial amount of training.
- A new telephone number will be assigned and publicized so that, regardless of the nature of a problem, anyone seeking help will directly contact the Help Desk.

### **COMMENDATION**

**Information Services is commended for its efforts to improve services to school and district staff by expanding the support capabilities of the Help Desk.**

A responsive, customer-oriented Help Desk is an essential part of providing the level of service a school district needs in order to make full and effective use of its technology

resources. Information Services has made a significant effort to establish such a Help Desk.

### **11.7 Staff Development**

Training in the use of technology is the most critical factor that determines whether technology is used effectively. Teachers must be comfortable using technology and they must know much more than merely how to operate the equipment. In fact, they must know how to integrate it effectively into their teaching. Studies indicate that it may take three, four or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology-related staff development must take this factor into account.

Training must also be ongoing. Teachers need to continuously have an opportunity to improve their instructional technology skills and they need opportunities to interact with other teachers so that they may share new strategies and techniques. Access to electronic mail has proven to be a very valuable way for teachers to share ideas on classroom uses of technology.

A key to improving student performance is changing the way learning takes place. Teachers cannot be the “fountain of knowledge,” delivering information to their students. Instead, they must become facilitators or coaches who help students learn how to obtain the information they need from various sources. Technology is the “enabler” that makes this possible.

### **FINDING**

According to both district and school-level personnel, the Clay County School District needs to expand upon the technology training offered to teachers. Since staff development funds are allocated primarily to the schools, coordinating technology-oriented training requires considerable attention. However, as described earlier, the Instructional Technology Specialist has a number of responsibilities that are not central to the mission of supporting school use of technology. These other tasks keep her from devoting as much time to staff development as is needed.

### **RECOMMENDATION**

#### **Recommendation 11-9:**

**Establish a Staff Development Subcommittee of the Technology Committee to assist in developing strategies that will enhance the technology-oriented staff development that is available to teachers.**

Another ideal function of the District Technology Committee is to assist in the development of district strategies for enhancing technology training to teachers. A Subcommittee of the Committee should be created to work with the Instructional Technology Specialist on this issue.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The District Technology Committee should create a Staff Development Subcommittee. The District's Director of Professional Development should be asked to serve as a member of this Subcommittee.                          | June 1998      |
| 2. The Staff Development Subcommittee, working with the Instructional Technology Specialist, should develop recommendations to strengthen the district's technology-related training and present them to the full Committee. | August 1998    |
| 3. The District Technology Committee should review the recommendations of the Staff Development Subcommittee and present them, with modifications if necessary, to the Superintendent and Board.                             | September 1998 |
| 4. The staff development recommendations should be implemented.  | October 1998   |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources. Funds that are received from the state annually to support staff development in the Clay County School District should be designated for this purpose.

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## **13.0 TRANSPORTATION**

This chapter addresses the transportation operation in the Clay County School District. The chapter is organized into the following five sections:

- 13.1 Budget, Expenditures, and Funding
- 13.2 Organization and Staffing
- 13.3 Management Policies and Bus Driver Training
- 13.4 Routing and Scheduling
- 13.5 Vehicle Maintenance

### **13.1 Budget, Expenditures, and Funding**

#### **CURRENT SITUATION**

State law authorizes each school district in Florida to provide transportation to and from school and for extracurricular activities for students in the general population. In addition, federal law requires transportation to be provided to students with disabilities, even if a school district does not provide transportation to its general population.

School districts in Florida are eligible for a transportation funding allotment from the state for transporting regular and special education students to and from school, and vocational students to and from remote class sites. Regular students include students attending neighborhood and magnet schools. The Florida Department of Education determines the rules of eligibility for transportation funding from the state. Transportation expenses that exceed the state allotment and extracurricular transportation costs are paid with local funds.

Regular transportation allotments for each school district are limited to students who live two or more miles from the school they attend. Regular students living within two miles of their school are expected to arrange their own transportation. Exceptions are granted for students whose trip to and from school would traverse hazardous areas.

Local districts are reimbursed for qualifying transportation expenses using a legislated formula based on three indices: the Florida Price of Living Index (FPL), the rurality index, and the bus occupancy index. Each of the indices is used along with total adjusted students for the base allocation factor to determine the total transportation allocation.

Exhibit 13-1 shows the 1995-1996 transportation allocations received from the state for Clay County and the comparison school districts.

**EXHIBIT 13-1  
STATE TRANSPORTATION ALLOCATION  
FOR CLAY COUNTY AND COMPARISON SCHOOL DISTRICTS  
1995-1996**

<b>SCHOOL DISTRICT</b>	<b>STATE TRANSPORTATION ALLOCATION</b>
Alachua	\$1,004,313
Bay	\$4,280,064
Clay	\$4,249,359
Lake	\$5,931,656
Osceola	\$4,784,733
St. Johns	\$3,432,909

Source: Department of Education, Final Calculation, Student Transportation Allocation for 1995-1996, June 1997.

In Florida, each school district is responsible for the capital cost of purchasing and replacing school buses. Districts may purchase school buses through the Florida Department of Management Services under a master state contract.

Lane miles are reported to the state by school districts to provide an indication of the transportation concerns of the district. Exhibit 13-2 shows the lane miles in Clay County and comparison districts.

**EXHIBIT 13-2  
LANE MILES FOR CLAY COUNTY AND  
COMPARISON SCHOOL DISTRICTS  
1995-1996**

<b>SCHOOL DISTRICT</b>	<b>PAVED MILES</b>	<b>UNPAVED MILES</b>	<b>TOTAL MILES</b>
Alachua	1,321	292	1,613
Bay	1,109	560	1,669
Clay	698	321	1,019
Lake	1,689	247	1,936
Osceola	987	241	1,228
St. Johns	771	178	949

Source: Department of Education, Q-Links, June 1997.

The budget for the transportation costs in the district is shown in Exhibit 13-3. As can be seen, the combination of salaries and benefits amounts to almost 75 percent of the overall budget for transportation.

**EXHIBIT 13-3  
CLAY COUNTY SCHOOL DISTRICT  
TRANSPORTATION BUDGET  
1997-1998**

<b>OBJECT</b>	<b>BUDGET</b>	<b>PERCENT OF TOTAL</b>
Salaries	<b>\$4,005,023</b>	<b>55.6%</b>
Retirement	<b>\$698,080</b>	<b>9.6</b>
Social Security	\$321,000	<b>4.4</b>
Group Insurance	\$391,986	<b>5.4</b>
Projects-Overtime	<b>\$136,000</b>	<b>1.8</b>
Work in Addition to Normal Contract	<b>\$77,200</b>	<b>1.0</b>
Work in Addition to Normal Contract (Retirement, Social Security)	\$30,850	<b>.4</b>
Professional/Technical (Mapnet Technical Assistance, Mapnet Plus Training, Consultants for Drivers Orientation)	\$2,000	<b>.02</b>
Insurance and Bond Premiums	\$145,500	<b>2.0</b>
Class C Meal Allowance	\$500	<b>.0069</b>
Travel	\$1,000	<b>.01</b>
Repairs and Maintenance	\$74,834	<b>.10</b>
Refuse/Landfill Charges for Tires and Oil Filter Disposal	\$2,000	<b>.02</b>
Other Purchased Services	\$43,416	<b>.60</b>
A/V and Printing	\$3,000	<b>.04</b>
Gasoline	\$4,500	<b>.06</b>
Diesel Fuel	\$449,740	<b>6.2</b>
Supplies	\$114,940	<b>1.5</b>
Periodicals	\$550	<b>.0076</b>
Oil, Grease, and Transmission Fluid	\$26,912	<b>.37</b>
Repair Parts	\$296,462	<b>4.1</b>
Tires and Tubes	\$80,294	<b>1.1</b>
Building and Fixed Equipment	\$1,000	<b>.01</b>
Equipment \$200 & Over	\$93,759	<b>1.3</b>
School Buses to be Funded with Part III Funds at a later date	(0)	<b>(0)</b>
Vehicles	\$1,500	<b>.02</b>
EQ	\$2,555	<b>.03</b>
Computer Hardware \$200 & Over	\$200	<b>.0027</b>
Software \$200 & Over	\$3,000	<b>.041</b>
Software Less Than \$200	\$1,825	<b>.025</b>
Dues and Fees-DEP and DEFSC dues	\$650	<b>.0090</b>
Other	<b>\$191,000</b>	<b>2.65</b>
<b>TOTAL</b>	<b>\$7,198,976</b>	

Source: Clay County School District, General Service records, 1997.



The salaries and benefits as a percentage of the transportation operating budget for Clay County and comparison school districts as shown in Exhibit 13-4.

**EXHIBIT 13-4  
SALARIES AND BENEFITS AS A PERCENT  
OF TRANSPORTATION OPERATING BUDGET  
FOR CLAY COUNTY AND COMPARISON SCHOOL DISTRICTS  
1995-1996**

<b>SCHOOL DISTRICT</b>	<b>SALARY AND BENEFITS AS A PERCENT OF TRANSPORTATION OPERATING BUDGET</b>
Alachua	79.1%
Bay	69.0%
Clay	81.1%
Lake	79.1%
Osceola	86.0%
St. Johns	80.8%

Source: Department of Education, Q-Links, June 1997.

## **FINDING**

The district spends more per student to provide transportation services than do other school districts. The expenditure per student calculation (Exhibit 13-5) of \$545 is slightly below the state average (\$550), but is 17 percent above the comparison district average. Further, the district relies on local funding for transportation to a significantly greater extent than the average of the comparison districts (as will be addressed later in this chapter).

## **RECOMMENDATION**

### **Recommendation 13-1:**

#### **Take necessary action to maximize state allocation.**

Several controlling factors affect both the expenditure per student and the state to local funding ratio. Most prevalent among these factors is the number of eligible students receiving transportation. Average bus occupancy counts as reported school districts during October and February transportation surveys are used for calculating a bus occupancy index. This index is used to calculate a district base allocation factor. The bus occupancy index is the only index that can be controlled by the district based on its transportation decisions. Other indices, such as the Florida Price of Living Index and rurality index, are not based on district decisions.

**EXHIBIT 13-5  
CLAY COUNTY AND COMPARISON SCHOOL DISTRICTS  
TRANSPORTATION EXPENDITURES AND TRANSPORTATION ALLOCATION  
1995-1996**

<b>SCHOOL DISTRICT</b>	<b>TRANSPORTATION EXPENDITURES</b>	<b>TRANSPORTATION ALLOCATION</b>	<b>PERCENT STATE FUNDING</b>	<b>PERCENT LOCAL FUNDING</b>	<b>EXPENDITURES PER STUDENT</b>
Alachua	\$6,981,304	\$5,481,734	78.5%	21.4%	\$535
Bay	\$5,249,783	\$4,280,064	81.5%	18.4%	\$444
Clay	\$6,284,615	\$4,249,359	67.6%	32.3%	\$545
Lake	\$5,668,371	\$5,931,656	104.6%	- 4.6%	\$387
Osceola	\$4,825,177	\$4,784,733	99.1%	.84%	\$440
St. Johns	\$3,519,555	\$3,432,909	97.5%	2.4%	\$429
<b>Comparison District Average</b>		88.1%	13.3%		\$463
<b>State Average</b>		65.83%	34.17%		\$550

Source: Department of Education, Q-Link, June 1997.

In order to receive the maximum amount of the state transportation appropriation, each school district must attempt to maximize its bus occupancy index. The bus occupancy index is a factor ranging from 0.9 to 1.1 and is an indexing of all state school districts based on the average bus occupancy of the district. The average bus occupancy index is calculated by taking the average number of eligible students during the October and February transportation surveys and dividing that number by the number of buses serving those students.

The bus occupancy index is based on the average bus occupancy. Only two factors control the average bus occupancy. These factors are:

- average eligible student counts; and
- number of buses serving those students.

The Clay County School District must take appropriate action to maximize its bus occupancy average in order to receive maximum transportation funding from the state. The recommendations listed in the routing and scheduling section of this chapter provide guidance for generating this maximization.

**SEE SECTION 13.4 FOR THIS RELATED IMPLEMENTATION STRATEGIES, TIMELINE, AND FISCAL IMPACT.**

### **13.2 Organization and Staffing**

Exhibit 13-6 provides an organizational chart of the Transportation Department in the Clay County School District. The Transportation Department functions include routing, scheduling, and vehicle maintenance for both buses and the general fleet. The Transportation Department consists of three organizational units:

- the Office of the Director of Transportation;
- the Operations and Training Division; and
- the Fleet Maintenance Division.

Personnel and vehicles for the Clay County Transportation Department are housed at three separate locations throughout the county. The Clay County School District compounds its buses at all three locations, which means that drivers living in the appropriate geographic area of the county arrive in the mornings and afternoons to pick their buses up to run school bus routes, and return their buses to the same compound once the bus run is completed.

The department's central garage facility, which includes the Office of the Director of Transportation and houses 46 buses, is located in Green Cove Springs. The department's major bus depot, which houses approximately 172 vehicles and a much smaller unenclosed garage facility, is located in Middleburg. An outdoor bus depot, which houses 26 vehicles and a fueling station, is located in Keystone.

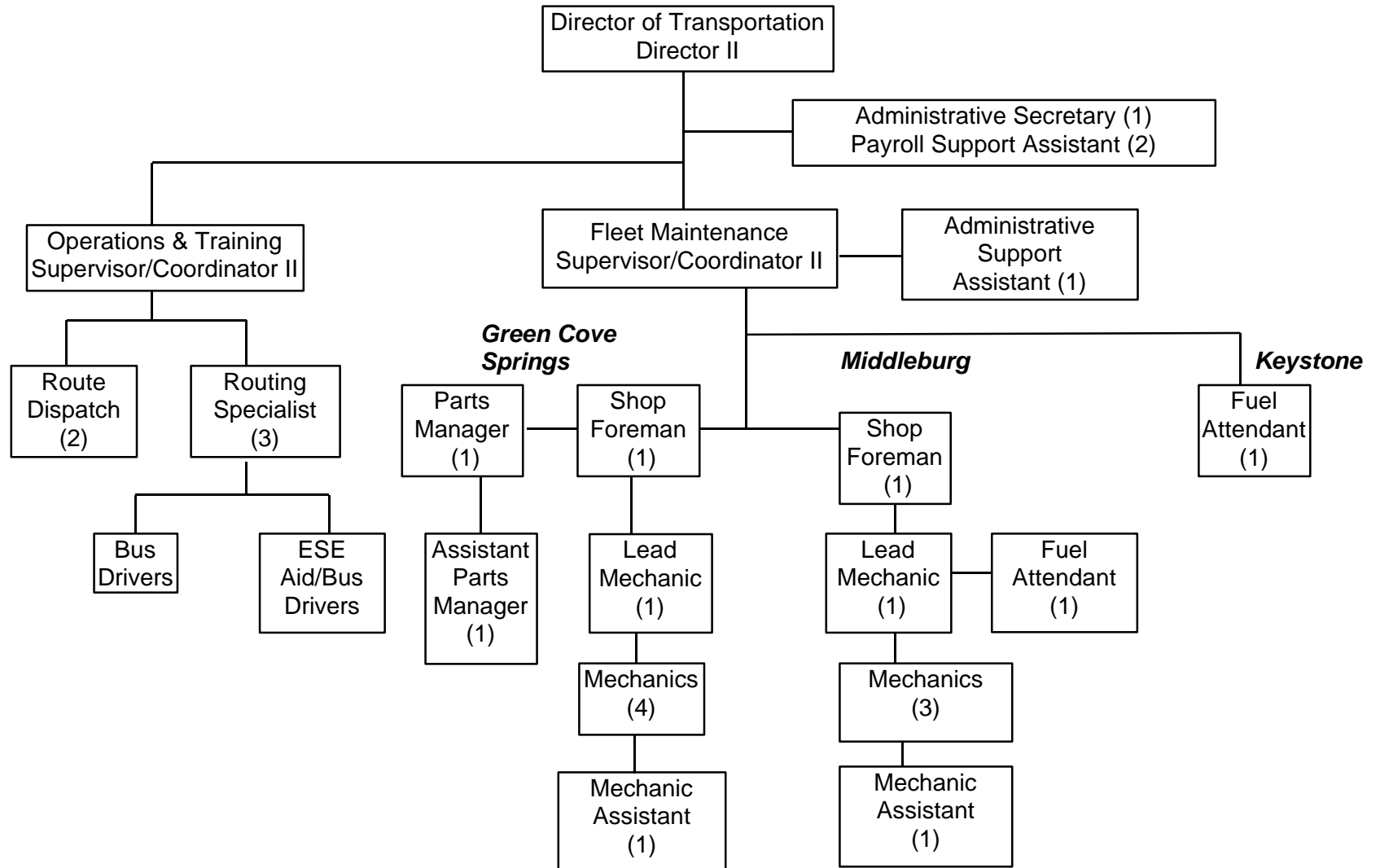
The Director of Transportation provides direction and supervision to Transportation Department employees, provides for the planning and implementation of school bus routes and schedules, and assists in the development of the annual and long-range comprehensive plan and budget for all transportation-related needs. The Director's Office includes an Administrative Secretary, who types correspondence and prepares various reports, assists the Director in the preparation of the annual operating budget, maintains departmental records and logs, and performs miscellaneous clerical duties.

The department's central administrative office also includes two Payroll Coordinators who prepare and process payroll work sheets and time cards for full-time personnel and bus drivers. The Payroll Coordinators calculate driver hours and maintain records of personal leave including short-term and long-term leave. These staff members also process field trip requisitions, including recording information, filing, binding, and distributing copies to requesting schools; posting field trip surcharges to the ledger; and assisting requesting departments with the scheduling of trips and the calculation of costs.

The Operations and Training Division is a second organizational division of the Transportation Department. The major responsibilities of the Operations and Training Supervisor/Coordinator include:

- supervising all daily transportation operations, including home-to-school and school-to-home transportation of all students, extracurricular bus trips, and bus driver assignments;

**EXHIBIT 13-6  
CLAY COUNTY SCHOOL DISTRICT  
TRANSPORTATION DEPARTMENT ORGANIZATIONAL CHART**



- developing and implementing preservice and inservice training for bus drivers and ESE Aides (Monitors), including Florida Basic School Bus Driver's Curriculum and Commercial Drivers License Third-Party Testing as per the agreement with the Division of Highway Safety and Motor Vehicle;
- supervising routing personnel and monitoring the utilization of the computerized bus routing program, known as Mapnet, to assure the safe, efficient, and effective use of personnel and equipment;
- maintaining individual employee records for all training; and
- assisting the Director in responding to requests from parents, school-based personnel, and others as appropriate regarding bus routing needs and other issues related to school bus drivers and ESE aides.

There are three Routing Specialists in the Operations and Training Division of the department. The duties of these personnel include:

- determining bus routes and schedule the transportation of district students; evaluates stop and start times in accordance with State and District policies; enters information onto the Mapnet computer system and issues route copies to drivers;
- determining feasibility of requests, including the rationale, associated costs, and potential liability of each request;
- monitoring driver performance and compliance with district policies; and
- conducting on-site evaluations in the field and accident investigations.

There are two Routing Dispatchers in the department. The duties of these personnel include:

- assigning substitute drivers to cover regular bus routes in the event of an emergency, regular driver absence or field trips; receives information and determines bus driver coverage;
- answering questions, receiving complaints, and providing information to students, staff, and parents;
- determining the priority of calls and responds accordingly (i.e. accident reports, angry parents, etc.); and
- driving buses when needed to ensure transportation coverage of students.

The primary mission of the Operations and Training Division is to oversee the training and provide daily supervision of all bus drivers and ESE aides/monitors employed by the Transportation Department.

The Fleet Maintenance Division includes the largest concentration of full-time personnel and is the department's major area of capital expenditure. The Fleet Maintenance Supervisor oversees shop personnel at both the Green Cove Springs and the Middleburg locations, including:

- a parts manager and an assistant parts manager
- two shop foremen
- two lead mechanics
- seven mechanics
- two mechanics assistants
- two fuel attendants

The major duties and responsibilities of the Fleet Maintenance Supervisor include:

- supervising all personnel involved in vehicle maintenance;
- scheduling personnel to assure that regular vehicle inspections are completed in accordance with state statutory requirements and district policy;
- recommending the procurement and replacement of vehicles in use throughout the district; and
- coordinating the rotation of buses as appropriate to maximize the longevity and efficiency of the bus fleet.

Exhibit 13-6 shows the fleet maintenance staffing distribution for both the Green Cove Springs and Middleburg operational locations. Personnel at the Glenn Cove Springs and Middleburg School Bus Garage locations work two overlapping, rotating shifts. One shift's mechanics arrive at 5 a.m. and work until 1 p.m. The second shift starts at 10 a.m. and works until 6 p.m. This arrangement allows the garage to be fully staffed with mechanics from 5 a.m. to 6 p.m., and both shifts of personnel to be available from the hours of 10 a.m. to 1 p.m. to complete major repair work and inspections. As school buses are compounded at both locations, mechanics can easily pick up a bus when it is required for service.

The Shop Foreman supervises and schedules the maintenance of school buses and other district vehicles, coordinates the repair needs of vehicles, and ensures that there is an adequate supply of gas and oil. The Lead Mechanic acts as shop supervisor on the first or second shift in the absence of the Shop Foreman and performs required mechanical work. Mechanics perform major and minor repair on school buses and district vehicles, and perform bus safety inspections to determine compliance or noncompliance within pre-established safety standards. The Mechanics Assistant performs preventative maintenance inspections and related service and repairs. Fuel attendants work a limited number of hours to pump fuel and check oil and water levels for school vehicles. The Fuel Attendant at the Keystone bus compound works only

three hours per work day to fuel buses as they leave for morning and afternoon runs. Keystone is situated in a more rural and remote section of Clay County, and the Keystone Fuel Attendant is the only transportation employee at this site.

The Parts Manager maintains the parts inventory for buses, cars, and service trucks, and establishes and monitors issuance, charging, stocking, ordering, and record keeping procedures. The Parts Manager also serves as Properties Manager for the Transportation Department, assigns property numbers for each new item of equipment as it is acquired, adds or deletes property numbers from the database, and conducts a regular properties inventory. The Assistant Parts Manager oversees the parts function on the second shift, issues repair parts, and supplies to school district personnel, as authorized. The Assistant Parts Manager also coordinates the implementation of a warranty tracking program, assuring that the proper documentation and credits are issued in accordance with school board procedures.

An analysis of the number of buses per mechanic (Exhibit 13-7) indicates that the Clay County School District has sufficient mechanics to perform bus maintenance duties. As shown below, the district is in line with comparison districts. The number of mechanics in the Clay County Schools Transportation Department (10) is close to the comparison district average of nine. The number of buses per mechanic is slightly higher in Clay County (21.3) than the comparison district average of 17.9.

**EXHIBIT 13-7  
COMPARISON OF MECHANIC LABOR FORCE  
FOR CLAY COUNTY AND COMPARISON SCHOOL DISTRICTS  
1996-1997**

<b>SCHOOL DISTRICT</b>	<b>NUMBER OF MECHANICS</b>	<b>PERCENT DEDICATED TO BUS MAINTENANCE</b>	<b>NUMBER OF BUSES</b>	<b>BUSES PER MECHANIC</b>	<b>ANNUAL MILES OPERATED</b>
Alachua	15	90%	222	14.8	4,751,287
Bay	9	90%	201	22.3	2,667,975
Clay	10	90%	213	21.3	3,543,162
Lake	11	90%	211	12.8	3,685,404
Osceola	11	90%	200	18.8	2,677,580
St. Johns	9	90%	161	17.8	3,125,780
<b>Comparison District Average</b>	9	90%	201	17.9	3,408,531

Source: Telephone Survey conducted by MGT, 1998.

**COMMENDATION**

**The Director of Transportation is commended for maintaining a transportation mechanic labor force in-line with state and comparison district standards.**

As can be seen in Exhibit 13-7, Clay County's use of mechanics to service buses is much more cost effective than all comparison school districts.

## **FINDING**

The Director of Transportation has instituted a procedure of regularly rotating fleet maintenance personnel, giving them an opportunity to serve at both the Green Cove Springs and the Middleburg garage facilities. Shop Foremen and Lead Mechanics rotate from location to location every six months, and regular mechanics are stationed at one garage location throughout an entire school year. This practice provides personnel with the opportunity to work at the enclosed Green Cove Springs garage, which has superior maintenance facilities and equipment. The Middleburg garage is a much smaller structure which does not have a fully enclosed work area for mechanics to perform bus maintenance. Mechanics at Middleburg must often work outside, where they are subject to weather conditions.

The regular rotation of mechanics personnel from the Green Cove Springs bus garage to the Middleburg bus garage is an effective procedure which allows mechanics to maintain skill levels and to learn new service techniques. The Green Cove Springs garage has significantly superior facilities, and most heavy bus maintenance, including alignment work, must be completed at this location. Staff at Middleburg are primarily limited to conducting regular bus inspections and changing fluids. Any additional maintenance work must be completed at Green Cove Springs.

Mechanics who are stationed at Middleburg are able to maintain their knowledge and skill levels in the use of various heavy maintenance tools through periodic rotation to work at Green Cove Springs. The practice of regularly rotating personnel to work at each bus garage also significantly increases staff morale and fosters the development of a close working team among transportation service personnel.

## **COMMENDATION**

**The Director of Transportation is commended for instituting an effective procedure of staff rotation which has increased skill levels and strengthened morale among transportation mechanics.**

### **13.3 Management Policies and Bus Driver Training**

## **FINDING**

The Clay County School District vehicle inventory records indicate that the school district has implemented a 10- to 12- year bus replacement program --- 1988 buses are the oldest buses in the fleet and are presently being used as spares. Approximately 28 new buses are purchased in each calendar year. As shown in Exhibit 13-2, approximately 31.5 percent of the lane miles traveled by Clay County buses are on unpaved roads, which severely decreases the life of buses. Through a responsible replacement program, the district ensures the safety and well-being of its students.



## COMMENDATION

**The Clay County School District is commended for implementing a 10- to 12- year bus replacement program.**

## FINDING

The existing Middleburg bus garage facility lacks a fully enclosed work area and maintenance stalls which are protected from wind and exposure to outside weather elements. Staff who are stationed at Middleburg are often unable to perform their duties during periods of severe weather because, under present conditions, they are forced to perform bus inspections and other repair work out in the open. The lack of protected work areas at Middleburg also creates problems of security for mechanics in protecting their tools and equipment from potential theft. The Transportation Department could provide enclosed work areas for mechanics staff simply by constructing a door on one side of an existing open maintenance shed and doors on both sides of a second maintenance stall.

## RECOMMENDATION

### Recommendation 13-3:

**Enclose the Facilities Maintenance work area at the Middleburg bus garage by constructing doors to enable mechanics to work safely without exposure to outside weather elements.**

## IMPLEMENTATION STRATEGY AND TIMELINE

- |   |             |
|---|-------------|
| 1. The Director of Transportation should submit a budget request to enclose the Middleburg transportation work area.  | May 1998    |
| 2. The Director of Transportation should complete design estimates and schedule construction work to install the three doors.   | June 1998   |
| 3. The Director of Transportation should work with Clay County Schools Building Maintenance staff to install the three doors at the start of the 1998-99 school year. | August 1998 |

## FISCAL IMPACT

This one-time cost will essentially pay for itself in time through improved mechanic productivity due to a significant reduction in the number of work tasks which are frequently curtailed due to bad weather.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Install Doors to Enclose the Middleburg Mechanic Work Areas	(\$75,000)	—	—	—	—

## **FINDING**

Fleet Maintenance staff stationed at Middleburg lack sufficient cross training in the parts inventory control system to be able to easily identify, select, and locate particular parts on the shelf according to their stock numbers without assistance from the Parts Management staff. The Parts Manager at the Green Cove Springs bus garage reports that he regularly spends as much as 20 percent of his time in any given week helping mechanics at Middleburg over the telephone to locate parts based on stock numbers. This represents a significant time inconvenience for the Parts Manager.

## **RECOMMENDATION**

### **Recommendation 13-4:**

**Cross train all Fleet Maintenance staff in the parts inventory system used by the Transportation Department.**

All Fleet Maintenance personnel should have a sufficient working knowledge of the parts management system to be able to locate parts as needed. These skills are particularly essential at the Middleburg location, where mechanics staff need to be able to efficiently locate parts required without having to call the Parts Management staff who are based at another location for assistance.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Director of Transportation should work with the Fleet Maintenance Supervisor and the Parts Manager to prepare a training workshop covering the elements of the transportation parts inventory system and how to use the system to efficiently locate parts needed for repair work. | May 1998  |
| 2. The Fleet Maintenance Supervisor and the Parts Manager should present the training program to Fleet Maintenance staff over a two-day period during the school system's summer break.   | June 1998 |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Operations and Training Supervisor is primarily responsible bus driver training. Classes for new bus driver candidates are held three to four times a year. Bus driver candidates must complete the written portion of the Commercial Drivers License Examination at the local State of Florida Division of Drivers License Office before they attend a bus class. An entire class lasts approximately two to three days. The Operations and Training Supervisor is certified to administer the second phase of the Commercial Drivers License exam as a certified third-party tester. Bus driver candidates are required to pass a pre-trip inspection, a skills test, a parallel parking

test, etc. Once a driver candidate has satisfactorily completed the road work portion of his training, he is certified to receive a commercial drivers license by the Operations and Training Supervisor, and takes the appropriate paperwork to the nearest Division of Drivers License office.

Exhibit 13-8 shows the total number of bus driver training classes held in 1995, 1996, and 1997. As can be seen, the number of new bus driver candidates trained has significantly declined in recent years. Historically, the turnover rate among bus drivers in Clay County has been 25 percent. Bus driver training classes consist only of new driver candidates who are willing to fill these vacancies. According to information supplied by Clay County Transportation staff, the bus driver turnover rate declined from 24.8 percent in 1995 to 15.7 percent in 1997.

**EXHIBIT 13-8  
CLAY COUNTY BUS DRIVER TRAINING CLASSES**

<b>DATES OF DRIVER TRAINING</b>	<b>TOTAL NO. OF DRIVERS TRAINED</b>
1995:Jan. March, May, July, Aug, and Oct.	49
1996:Jan., July, Aug., and Dec.	42
1997: Mar., May, June, July, and Aug.	31

Source: Clay County Schools Transportation Department, 1998.

**COMMENDATION**

**The Clay County School District is commended for retaining a majority of experienced and well qualified bus drivers.**

**FINDING**

Exhibit 13-9 provides data on the total number of bus accidents for three consecutive years. As this exhibit shows, the Clay County School District has had a relatively small number of accidents. For example, last year in Lee County the district reported 133 accidents in 1994-95 and 117 in 1995-96. Unfortunately, Q-Links does not make comparisons among Florida school districts on bus driver accidents.

**EXHIBIT 13-9  
BUS DRIVER ACCIDENTS  
1995-96 THROUGH 1997-98 TO DATE**

<b>YEAR</b>	<b>NUMBER OF ACCIDENTS</b>
1995-1996	3
1996-1997	7
1997-1998	4 (to date)

Source: Clay County Schools Transportation Department, 1998.

## **COMMENDATION**

**The Clay County School District is commended on an excellent safety record with a low bus accident rate.**

Based on MGT's experience in other school systems, this accident rate is significantly lower.

## **FINDING**

The Operations and Training Division has three Routing Specialists who perform a variety of different functions. At the present time, only one Routing Specialist is completely trained on the County's Mapnet Transportation planning computer software. This Specialist spends the majority of her time entering new student address and address change information on the database as soon as it is received by the schools to update bus driver routes. As only one Routing Specialist is computer trained on the Mapnet System at present, she is required to spend over 75 percent of her time doing computer data entry for route changes, and is unable to leave to observe bus drivers in the field.

A second Routing Specialist spends the majority of her time updating and implementing route changes for Exceptional Student Education students. The third Routing Specialist has a more diverse variety of duties. His major responsibilities include deciding which bus will be used on which bus route, in order to keep the number of miles and the wear and tear on each bus as equal as possible. This Specialist must frequently change buses used on a route around on a daily basis due to ESE students who constantly move and are added. This Routing Specialist also oversees the bidding process for new bus routes. As soon as a bus route becomes vacant through a bus driver's resignation or some other means, the Routing Specialist offers the route vacancy to other bus drivers in descending order of seniority. Finally, this Routing Specialist is in responds to all bus accidents at the scene as soon as they occur. He takes pictures of the scene, makes reports to the insurance company, and obtains police reports, as required.

All three Routing Specialists spend a substantial amount of time responding to parental phone calls and concerns, and scheduling and attending a number of parent conferences on a monthly basis. At present, the routing specialists spend very little time in the field providing follow-up training and observation of bus drivers.

The Operations and Training Supervisor and the Routing Specialists spend a very small amount of time in the field conducting follow-up supervision of bus drivers. At the present time, Routing Specialists provide minimal field supervision of bus drivers, and there are few follow-up inspections to ensure that drivers are using proper safety procedures in the field. Routing Specialists primarily provide follow-up evaluations of bus drivers in response to parental concerns and complaints.

## **RECOMMENDATION**

### **Recommendation 13-5:**

**Conduct annual observations and follow-up evaluations of all bus drivers in the field to ensure that they are following regular safety procedures on their bus routes.**

Routing Specialists should ride with all bus drivers at least once a year in order to ensure that all drivers follow proper safety procedures in completing their routes, including coming to a complete stop for stop signs, unloading and loading students properly, and making sure that drivers use proper courtesy at all times.

## **IMPLEMENTATION STRATEGY AND TIMELINE**

- |   |   |
|---|---|
| 1. Operations and Training staff should set up regular schedule of field observations and inspections trips to observe all bus drivers on their routes at least once a year. Drivers should have no advance notice or warning of when their field observation and inspection are scheduled. | Commencing in<br>May 1998<br>and<br>Ongoing |
|---|---|

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

Operations and Training Division staff report that the most common complaint received from parents about bus drivers is that drivers need to use more common courtesy to students and parents while completing their bus routes. While this observation has been made of only a small percentage of Clay County bus drivers, transportation staff in general believe that all bus drivers would benefit from increased customer service training. A number of transportation staff also report that drivers do not receive sufficient training in how to respond to the needs of specially handicapped ESE students who may be confined to wheelchairs and have severe behavior problems.

## **RECOMMENDATION**

### **Recommendation 13-6:**

**Schedule customer service training for all bus drivers, and conduct an additional annual bus driver training of the needs of ESE students.**

The training should include how to properly deal with various types of behavior problems and how to brace a wheel chair to the floor of a bus, etc.

## **IMPLEMENTATION STRATEGY AND TIMELINE**

- |   |                        |
|---|------------------------|
| 1. Operations and Training staff should schedule customer service training for all bus drivers.   | 1998-99<br>school year |
| 2. Operations and Training staff should schedule an additional bus driver training to teach drivers how to handle the physical and emotional handicaps of ESE students. | 1998-99<br>school year |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

## **FINDING**

The Clay County School Board has adopted a Safe Driver Policy which is intended to ensure the safest possible transportation for the district's students and employees (see Exhibits 13-10 and 13-11). The policy establishes provisions whereby drivers acquire a certain number of points for their records according to violations they have received.

This policy applies to all Clay County school personnel whose job descriptions require a safe driving record. It applies to both the driving of the district-owned vehicles and the employee's personal vehicle. This policy became effective in January 1998, and includes only employee license points which accumulate after the policy's effective date.

## **COMMENDATION**

**The Clay County School District is commended for adopting an strong safe driving policy which will serve as an active deterrent and increase the observance of safe driving procedures among affected employees.**

## **FINDING**

The Clay County School District leases uniforms and windbreakers for all bus drivers under a master contract which is bid annually. The contract includes the renting of the uniforms and does not include uniform cleaning. Under the specifications of the contract, the billing cost of the uniforms is divided evenly over 52 weeks a year, even though personnel only use the uniforms about nine months a year. The cost per week is as follows:

200 uniforms x a unit price of \$2.26 per person per week=	\$452.00
200 windbreakers x a unit price of \$2.00 per week=	<u>400.00</u>
Total cost per week	\$ 852.00

Total amount of annual bus driver uniform contract	\$44,304
(a weekly cost of \$852 x 52 weeks a year)	

**EXHIBIT 13-10  
POINT CRITERIA FOR CLAY COUNTY SCHOOL DISTRICT  
SAFE DRIVER POLICY**

<b>VIOLATION</b>	<b>POINTS</b>
At-fault accident driving a District vehicle, involving any other vehicle and/or physical property resulting in damage of less than \$500 (no citation required)	1
At-fault accident driving a District vehicle, involving any other vehicle and/or physical property resulting in damage of \$500 or more (no citation required)	3
Any moving traffic infraction for which a citation is issued (* Points assessed in accordance with DHSMV guidelines.)	*
Failure to make a timely report of an accident/incident or citation received involving a District vehicle. "Timely" means: as soon as reasonably possible, given all circumstances, but no later than the end of the work shift in most situations.	6
Failure to make a timely report of an accident or other traffic violation involving the employee (as driver) and his/her personal vehicle when a citation is issued. In this instance, "timely" means: not later than the next work day before assuming driving duties. (** Points assessed will be in accordance with DHSMV guidelines plus 2 for failure to report)	**
Knowingly operating a District and/or personal vehicle with an improper license (suspended or revoked)	10
Failure to stop a school bus at railroad crossings in accordance with District procedures and/or State Law. (** Minimum of 1 point for stopping too close or too far from tracks; maximum of 10 points for failure to stop at crossing. No citation required.)	***
Passing a stopped school bus while bus is loading/unloading passengers and stop arm is displayed. (No citation required)	6
Criminal traffic offenses, if convicted or if no-contest plea is entered. (DUI excepted)	7
Conviction or no contest plea for DUI	10

Source: Clay County Schools Transportation Department, 1998.

**EXHIBIT 13-11  
CONSEQUENCES OF VIOLATIONS FOR SAFE DRIVING STANDARDS**

<b>NUMBER OF POINTS</b>	<b>TIME PERIOD</b>	<b>MINIMUM DISCIPLINE</b>	<b>MAXIMUM DISCIPLINE</b>
2-3 Points	24 months	Verbal Warning	Verbal Warning
4-5 Points	12 months	Written Reprimand	Written Reprimand
6-7 points	12 months	Written Reprimand (if single incident)	One day suspension without pay (if multiple incidents)
8-9 points	18 months	Written Reprimand (if single incident)	Three day suspension without pay (if multiple incidents)
10-13 points	24 months	Five day suspension without pay	Termination recommendation
14 or more points	24 months	Termination recommendation	Termination recommendation

Source: Clay County Schools Transportation Department, 1998.

Providing uniforms for bus drivers is an enormous expense for the Clay County School System. Overseeing the bus driver uniform contract is a cumbersome and difficult process for Clay County Transportation staff. Over ten years ago, drivers were able to purchase their own uniforms through a local clothing company, but the number of businesses who produce uniforms for sale has sharply declined. Transportation staff report that it is often difficult and time consuming to obtain drivers clothing sizes, to get uniforms which fit properly, and to get replacements for uniforms that wear out. Furnishing uniforms to bus drivers is a practice in Clay County, and is not common to most other comparison districts.

A number of drivers say that they would prefer to wear their own clothing while driving a bus instead of a uniform. Transportation staff say that while they would like to reduce the expense of uniforms, their main concern is that drivers should wear some type of distinctive identification which reassures students and parents. Several drivers have suggested that the bus drivers could wear an identification badge. It would serve to properly identify bus drivers.

### **RECOMMENDATION**

#### **Recommendation 13-8:**

**Eliminate the contract which provides each bus driver with a set of uniforms.**

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                        |
|---|------------------------|
| 1. The Clay County Purchasing Director should delete bus driver uniforms for the master uniform contract. | July 1998              |
| 2. The Transportation Director should establish a dress code for all bus drivers.                         | August 1998            |
| 3. The Director of Transportation should have identification badges available for drivers.                | 1998-99<br>school year |

### **FISCAL IMPACT**

This recommendation will create a significant cost savings for the Transportation Department through reducing the excessive number of bus driver uniforms that the school system now leases each year.

Recommendation	1998-99	1999-2000	2000-01	20001-02	2002-03
Eliminate Driver Uniforms	\$43,404	\$43,404	\$43,404	\$43,404	\$43,404



## **FINDING**

All transportation personnel receive the district's full employee benefit package, irrespective of their part-time or full-time employment status. Over 180 bus drivers, or a majority of transportation employees, work less than 30 hours per week. Most transportation positions in other school districts do not receive full-time benefits unless they are classified as full-time.

Due to the relatively high benefit costs associated with part-time positions in another Florida school district, the school board instituted a policy change that now requires district personnel to work a minimum of 30 hours per week (6 hours per day) to qualify for benefits. This policy became effective during the 1996-1997 school year. The former policy was grandfathered in to protect current part-time personnel from losing their benefits. However, new personnel hired following this policy change and scheduled to work less than 30 hours per week (6 hours per day) do not receive district benefits.

## **RECOMMENDATION**

### **Recommendation 13-9:**

**Discontinue providing free employee benefits to positions that are classified as part-time.**

The Board should institute a policy that requires that a position must be classified as full-time to receive free employment benefits. Full-time personnel should be classified as those individuals who work a minimum of 30 hours per week (6 hours per day). The former policy should be grandfathered in to protect current bus drivers and monitors from losing their benefits. All transportation personnel, primarily bus drivers and monitors, who are hired following this policy change and who are scheduled to work less than 30 hours per week (6 hours per day) should not receive free benefits.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |              |
|--|--------------|
| 1. District personnel administrators should develop a proposed change in the personnel benefits policy to reflect the change in benefit qualifications by employment status. | January 1999 |
| 2. District personnel administrators should met with association representatives to present the proposed changes in the employee benefits policy.                            | March 1999   |
| 3. The proposed changes should be submitted to the School Board for approval.  | Spring 1999  |
| 4. The School Board should revise the district policy with respect to qualifications to receive benefits.  | June 1999    |

- |  |                         |
|--|-------------------------|
| 5. The revised benefits policy should be formally communicated to all district personnel.          | June 1999               |
| 6. All new personnel hired to fill part-time positions should not receive a free benefits package. | Commencing in July 1999 |

**FISCAL IMPACT**

The elimination of free benefits for part-time bus drivers and monitors hired should generate substantial cost savings for the district. The savings can be computed as follows:

There were 31 bus driver/monitor vacancies in 1997. Eliminating free benefits for this number of positions in the following year would result in a cost savings of \$60,891 (31 positions x \$8.73 per hour x 5 hours per day x 180 days per year = \$243,567 x 25.4 percent of benefits = \$60,891 cost savings per year.) This savings would cumulate as an increasing number of new part-time drivers would receive no benefits.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Eliminate Free Benefits for Part-Time Transportation Workers	—	\$61,000	\$122,000	\$183,000	\$244,000

**13.4 Routing and Scheduling****CURRENT SITUATION**

Routing and scheduling are required to ensure sufficient buses are available for transporting students to their assigned school. Buses are assigned routes and scheduled for student pick up based on the carefully made decisions of the Routing Specialists.

**FINDING**

Exhibit 13-12\* provides bus ridership information for the Clay County School District. The exhibit furnishes the following information for each school bus in the Clay County fleet:

- bus number
- school(s) served
- start and stopping time for a.m. and p.m. bus routes
- indication of whether the bus transports regular education or ESE students on specific routes

\*Since Exhibit 13-12 is several pages, it is located at the end of this chapter.

- number of average riders
- year of the bus
- bus occupancy
- bus size and capacity
- number of daily miles traveled
- number of yearly miles traveled

The exhibit shows that primarily the older buses in the fleet are designed as spares. The Clay County Transportation Department utilizes a three-tiered staggered schedule approach to transport elementary, middle, and high school students. In most cases, each school bus runs three separate bus routes. The bus occupancy rate for the regular buses shown in Exhibit 13-12 is 75.4 percent, which is right at the industry standard of 75 percent.

#### **FINDING**

The Clay County School District uses an efficient system of staggered bus schedules to transport elementary, middle and high school students. The existing system makes effective use of the county's bus fleet for student transportation.

#### **COMMENDATION**

**The Clay County School District is commended for using an efficient system of three-tier staggered bus scheduling which makes effective use of the bus fleet for student transportation.**

#### **FINDING**

The Clay County Transportation Department uses a computer program called MapNet, which is designed by Ecotran Systems, Inc., to create bus routes and bus stops. The program utilizes a Geographic Information Systems (GIS) database which contains location coordinate information for each school, all existing bus stops, and an address database for students who utilize Clay County transportation services. The Routing Coordinator uses the MapNet Program to generate the most efficient bus route possible and to create new bus stops as requested. A staff person at each school in Clay County enters name and address data for eligible students who wish to receive bus service into the transportation database. The Routing Coordinator is responsible for accessing this information, developing bus routes, and establishing bus stops. An added advantage of MapNet is that the system enables staff to thoroughly evaluate the safety hazards of most potential bus stops without having to physically visit each site.

At the present time, only one of the three Routing Coordinators has been trained in the use of MapNet, and as a result, this staff person is virtually confined to a computer screen for the majority of each workday, making route and scheduling changes which must be made as new students are added for bus service to the transportation database, as students move away, and as new bus stops are added in response to parent requests.

The district plans to train the remaining Routing Coordinators to become certified MapNet operators by February 1998. Following the MapNet Computer training, it will be much more efficient for all three Routing Coordinators to make bus route and bus stops changes during a three-hour period in the morning. This modification would make time available during the rest of the workday for staff to conduct site evaluations of bus drivers in the field.

## **COMMENDATION**

**The Clay County School District is commended for training all Routing Coordinators to use the MapNet System.**

### **13.4.1 ESE Students**

Exceptional Student Education (ESE) students are enrolled in a Clay County school and defined as “handicapped” (in accordance with Section 236.083, Florida Statutes). These students are eligible for transportation at public expense. ESE students are generally picked up as near to their residence as possible. ESE routes and bus stops are planned to minimize the time spent on the bus.

Major handicapped classifications normally transported include:

- Trainable Mentally Handicapped (TMH)
- Profoundly Mentally Handicapped (PMH)
- Visually impaired
- Hearing impaired
- Physically impaired (PI)
- Autistic
- Severely Emotionally Disturbed (SED)
- Emotionally Handicapped (EF)
- Learning Disabled (LD)

Of the total 12,000 students transported in Clay County, approximately 365 or three percent, are defined as disabled. There are 68 ESE bus routes. All ESE buses are assigned a monitor to help students and make their trip more comfortable while the bus driver is occupied.

## **FINDING**

At the present time, all route planning for ESE students is done by an individual Routing Coordinator entirely on a manual basis, without using the MapNet, as it has been traditionally done for more than 15 years. The Routing Coordinator uses address information on all ESE students which is received through the schools. As ESE drivers pick these students up as close to their residence as possible, the Routing Coordinator creates a general route based on information provided, and then has the bus driver conduct a test run, making notes on a log sheet to indicate the time it took to reach each destination and pick up each child.

ESE routes must be rearranged and reorganized on a monthly and often weekly basis, according to the number of students who have moved, and specific state requirements

specifying which types of ESE students may or may not be transported together according to their emotional and physical handicaps.

ESE has historically been one of the most complex and difficult services for Routing Coordinators. Some individual ESE students may become extremely difficult to transport because of their emotional handicaps.

## **RECOMMENDATION**

### **Recommendation 13-10:**

#### **Computerize the preparation of bus routes for ESE students.**

The Clay County School District presently has the technological capability to computerize all ESE bus routing development through its MapNet Program. Generating all ESE bus routes and bus stops through MapNet would be a significant time savings for Operations and Training staff and should be implemented.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                     |
|--|---------------------|
| 1. The Routing Coordinator who works with ESE should receive training to operate the MapNet System.                      | Summer 1998         |
| 2. The Routing Coordinator should begin to use MapNet to develop all ESE bus routes for the Clay County School District. | 1998-99 school year |

## **FISCAL IMPACT**

This recommendation can be implemented with existing resources and will save significant time for transportation staff.

### **13.4.2 Courtesy Riders**

## **FINDING**

The Clay County Handbook of Transportation Operations (Component 5-2) states:

*As a general rule, students in grades K-6 will not be provided transportation unless they reside more than 1.5 miles from their assigned school. For students in grades 7-12, transportation will not be provided unless they reside more than 2.0 miles from their assigned school. The "walk zone" for a school shall be defined as the geographic areas located within the 1.5 or 2.0 miles walkout.*

In fact, the Clay County School District has a significant number of courtesy riders. Of the 11,735 students transported in January 1998, 1,693 or 14.43 percent are courtesy riders.

## **RECOMMENDATION**

### **Recommendation 13-11:**

#### **Eliminate courtesy riders and modify the bus routes.**

As stated in Section 13.1 of this chapter, the way a school district can maximize its state funding for transportation is by maximizing its bus occupancy index. To do this, a district must only transport eligible students on the least number of buses possible. This scenario will provide the highest bus occupancy index for the district. This recommendation will also require that the district change its existing bus routes, and change a long-held practice of providing courtesy service to all students. The benefits of this recommendation must be weighted against those of this long-standing district practice.

By eliminating courtesy riders, the Clay County School District should be able to decrease the number of drivers used and the number of buses required. Based on the current number of riders and the type of buses in use, the district can expect to reduce the number of daily buses and their drivers from 181 to 155.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                     |
|--|---------------------|
| 1. The Transportation Director should work with the Superintendent to change district practice concerning providing transportation to courtesy riders. | May 1998            |
| 2. The Transportation Director should hold meetings with parents explaining the decision to eliminate transportation to courtesy riders.               | Summer 1998         |
| 3. The School Board should eliminate 26 bus driver positions.  | July 1998           |
| 4. The Director of Transportation should begin transporting only students who are eligible for state funding.  | 1998-99 school year |
| 5. The Director of Transportation should sell 26 of its oldest buses from inventory.   | Fall 1998           |

## **FISCAL IMPACT**

Selling 26 buses will reduce the district fleet from 213 to 187 buses and the number of regular daily bus routes from 181 to 155. The fiscal impact of selling the 26 buses will result in a revenue of at least \$26,000 for the district (based on a conservative sales profit of \$1,000 per bus). In addition, eliminating the miles and maintenance of the 26 buses will result in savings of \$70,200 annually (26 buses times an average 50 miles per day times 180 days equals 234,000 miles per year times 30 cents per mile average cost for maintenance and fuel equals \$70,200).

Eliminating 26 bus driver positions will result in an annual savings of \$253,309 calculated using \$8.73 an hour as an average bus driver salary (26 drivers times \$8.73 per hour times 5 hours per day times 180 days equals \$204,282) All bus drivers

receive benefits, based on an additional 25.4 percent of salary for benefits, the total annual savings from eliminating 26 bus driver positions would be \$256,170.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Sell 26 Buses	\$26,000	---	---	---	---
Eliminate Maintenance and Fuel for 26 Buses	\$70,200	\$70,200	\$70,200	\$70,200	\$70,200
Eliminate 26 Bus Driver Positions	\$256,170	\$256,170	\$256,170	\$256,170	\$256,170
<b>Total Savings</b>	<b>\$352,370</b>	<b>\$326,370</b>	<b>\$326,370</b>	<b>\$326,370</b>	<b>\$326,370</b>

### **13.4.3 Service on Private Dirt Roads**

#### **FINDING**

The Clay County Transportation Department buses travel approximately 230 miles over private dirt roads daily. The Clay County Transportation Department presently provides bus service to students on state maintained roads, county maintained roads, and private roads. This is a practice which presents a number of serious safety concerns for transportation staff. Private dirt roads in the county are not built to any specific standard and are frequently subject to severe flooding, made impassable by roads turning to mud. Transportation staff often have to cancel bus service on private dirt roads for weeks at a time due to heavily flooded areas where drivers could turn over and/or strand their buses in floodplains. All wrecker calls for buses in the last few years have been made on private dirt roads. In addition, most of Clay County's relatively few bus accidents occur on private roads. Finally, a majority of comparable school districts in the state do not provide bus service on private roads. At the present time, approximately 17 percent of all Clay County students are transported on private roads.

Transporting buses over private roads on a daily basis exerts an enormous amount of wear and tear on buses in general, reducing their long life and shortening the amount of time between replacement. Transportation staff could provide much more efficient and safe bus service if buses were limited to run on state maintained and county maintained paved and dirt roads only.

#### **RECOMMENDATION**

##### **Recommendation 13-12:**

##### **Eliminate all regular bus runs on private dirt roads.**

Due to the severe safety problems created by the general conditions of private dirt roads in Clay County, bus runs on private dirt roads would be limited to ESE buses only, which are legally required to pick physically and emotionally handicapped students up as close to their homes as possible. Buses would pick up students on the closest public or state maintained road. This would be a substantial long-term cost savings for the district in terms of increasing the life span of buses and reducing the general wear and tear on buses.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Transportation should propose to the Superintendent a change in practice regarding transporting students on private dirt roads. May 1998
2. The Transportation Director should district meetings with parents to explain the decision to eliminate bus runs on private dirt roads. Summer 1998
3. The Transportation Department should discontinue providing bus service on private roads at the start of the 1998-1999 school year. Fall 1998

**FISCAL IMPACT**

Eliminating bus runs on private dirt roads will make a substantial impact on long-term maintenance and fuel costs. This would generate an estimated savings of \$12,370 (230 miles times 180 days per year times 30 per mile for average maintenance costs and fuel equals \$12,370).

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Eliminate Bus Runs on Private Roads	\$12,370	\$12,370	\$12,370	\$12,370	\$12,370

**13.5 Vehicle Maintenance****CURRENT SITUATION**

At the present time, the Clay County School District's Transportation Department has a Fleet Maintenance staff which consists of two shop foremen, two lead mechanics, seven mechanics, two mechanic assistants, and two fuel attendants. As discussed earlier in this chapter, the work schedule for all fleet maintenance personnel is staggered so that one shift of personnel arrives at 5 a.m. and works until 1 p.m. The second shift works starts at 10 a.m. and works until 1 p.m.

**FINDING**

The Transportation Department has a Fleet Maintenance staff which meets and exceeds all standards for training and certification established by the State of Florida. All Transportation Department mechanics are state-certified school bus mechanics under the guidelines established by the State of Florida Department of Education's Mechanics Qualification and Standards Committee. In addition, Clay County Fleet Maintenance staff attend annual training classes and obtain certifications through the National Institute for Automotive Service and Excellence.



## **COMMENDATION**

**The Clay County School District is commended for having a Fleet Maintenance staff which exceed state recognized standards for school bus mechanic training and certification.**

## **FINDING**

In accordance with state guidelines and requirements, the Transportation Department's Fleet Maintenance staff conducts detailed full service inspections of all vehicles in the transportation bus fleet every 20 working days. This thorough and detailed inspection detects potential problem areas with each vehicle and significantly reduces the danger of bus accidents. Items in the regular vehicle inspection include:

- emergency equipment (fire extinguisher)
- registration and insurance card
- neutral safety switch, shifter
- engine controls
- gauges, indicators and dash lights, engine warning lights, and buzzers
- air brake system
- hydraulic brake system
- windshield wipers and washers
- service door
- mirror adjustments
- driver's seat and belt
- passenger seats
- headlights, turn signals, hazard, side marker, brake, tail, and backup lights
- wheelchair lift, door, and securement system
- batteries
- fluid levels and conditions

Due to the large number of vehicles in the bus fleet, conducting full vehicle inspections every 20 working days is a major undertaking. The fact that the bus fleet is compounded at Green Cove Springs and Middleburg makes it a easier to locate the bus when its vehicle inspection is due.

## **COMMENDATION**

**The Clay County School District is commended on implementing a systematic program of regular, detailed bus inspections which has significantly contributed to maintaining bus safety and reducing the number of bus accidents.**

## **FINDING**

The Transportation Department's Fleet Maintenance staff has an atypical method of scheduling bus inspections and keeping track of vehicle maintenance records. Fleet maintenance mechanics do not use a computerized system to show which buses are due for inspections on which particular date on a monthly basis. Instead of using a computer program, the Administrative Support Assistant to the Fleet Maintenance Supervisor/Coordinator prepares a typewritten monthly calendar to distribute to all mechanics at the first of every month showing which buses are due for inspection and service on a particular day. In addition, mechanics make a written record of the results of all work orders and activities, but do not computerize the information for more efficient record keeping and management.

The technology to use a computer record keeping system for Fleet Maintenance functions is available within the Transportation Department. The Fleet Maintenance Supervisor/Coordinator is currently evaluating two different software packages, Extra Fleet 2000 and Fleetwise, which each have the capability to coordinate both fleet maintenance and parts management records.

## **RECOMMENDATION**

### **Recommendation 13-13:**

**Purchase and install a software package to computerize vehicle inspection and fleet maintenance records.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                        |
|--|------------------------|
| 1. The Transportation Director should purchase and install an effective software package to computerize vehicle inspection and maintenance record keeping. | June 1998              |
| 2. Fleet Maintenance staff should begin using the software package on a regular basis after an initial training period on how to use the software.         | 1998-99<br>school year |

## **FISCAL IMPACT**

The Fleet Maintenance Supervisor/Coordinator is in the process of evaluating and making a recommendation concerning the appropriate computer software package to purchase. Each software package has the same approximate cost.

Recommendation	1998-99	1999-2000	2000-01	2001-02	2002-03
Purchase and Install Computer Software	(\$2,000)	---	---	---	---

**EXHIBIT 13-12  
BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT  
GENERAL STUDENT POPULATION  
1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
75	SPARE	n/a	n/a			n/a	1986		0	0
78	SPARE	n/a	n/a			n/a	1986		0	0
87	SPARE	n/a	n/a			n/a	1986		0	0
88	SPARE	n/a	n/a			n/a	1986		0	0
94	SPARE	n/a	n/a			n/a	1986		0	0
96	SPARE	n/a	n/a			n/a	1987		0	0
97	SPARE	n/a	n/a			n/a	1987		0	0
98	SPARE	n/a	n/a			n/a	1987		0	0
99	SPARE	n/a	n/a			n/a	1987		0	0
100	SPARE	n/a	n/a			n/a	1987		0	0
101	SPARE	n/a	n/a			n/a	1987		0	0
102	SPARE	n/a	n/a			n/a	1987		0	0
103	SPARE	n/a	n/a			n/a	1987		0	0
104	SPARE	n/a	n/a			n/a	1987		0	0
105	SPARE	n/a	n/a			n/a	1987		0	0
106	SPARE	n/a	n/a			n/a	1987		0	0
107	SPARE	n/a	n/a			n/a	1987		0	0
108	SPARE	n/a	n/a			n/a	1987		0	0
109	SPARE	n/a	n/a			n/a	1987		0	0
110	Bnnt / Grn Cve Elem	7:27/8:20	2:35/3:10	X		51	1987	65	39	7020
111	USED BY SUB	n/a	n/a	X		n/a	1987	65	0	0
112	SPARE	n/a	n/a		X	n/a	1987	36	0	0
113	SPARE	n/a	n/a		X	n/a	1987	36	0	0
114	SPARE	n/a	n/a		X	n/a	1987	36	0	0
115	Orn'g Park HS	5:55/7:03			X	1	1987	47	108.5	19530
	Ridg'view Elem.	7:04/8:15	1:30/3:15		X	11				
	Ridg'view Jr HS	8:25/9:27	3:30/4:50		X	9				
199	SPARE	n/a	n/a		X	n/a	1988	47	0	0

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
200	SPARE	n/a	n/a		X	n/a	1988	47	0	0
201	SPARE	n/a	n/a		X	n/a	1988	47	0	0
202	OUT OF SERVICE	n/a	n/a	X		n/a	1988	65	0	0
203	USED BY SUB	n/a	n/a	X		n/a	1988	65	0	0
204	USED BY SUB	n/a	n/a	X		b.a	1988	65	0	0
205	SPARE	n/a	n/a	X		n/a	1988	65	0	0
206	USED BY SUB	n/a	n/a	X		n/a	1988	65		
207	SPARE	n/a	n/a	X		n/a	1988	65	0	0
208	SPARE	n/a	n/a	X		n/a	1988	65	0	0
209	SPARE	n/a	n/a	X		n/a	1988	65	0	0
210	SPARE	n/a	n/a	X		n/a	1989	65	0	0
211	Cherry Elem.	7:25/8:15	2:27/2:57	X		40	1989	65	41	7380
	Orn'g Prk.Jr HS	8:27/9:20	3:27/4:25	X		52				
212	Montclair Elem.	7:03/8:10	2:27/3:35	X		61	1989	65	33	5940
	ROTC/Lakesd/Jr to	8:45/9:45		X		n/a	50			
	Org Prk Jr HS									
	stby-Org Prk HS		1:00/2:00	X		n/a				
213	USED BY SUB	n/a	n/a	X		n/a	1989	65	0	0
214	USED BY SUB	n/a	n/a	X		n/a	1989	65	0	0
215	SPARE	n/a	n/a	X		n/a	1989	65	0	0
216	SPARE	n/a	n/a	X		n/a	1989	65	0	0
217	Fimng. Isl. Elem.	7:31/8:10	2:27/3:05	X		54	1989	65	62	18720
	Lake Asbry. El.	8:12/8:45	3:05/3:25	X		61				
	Banrman Lrn Cnt	8:12/8:45	3:05/3:25	X				104		
218	SPARE	n/a	n/a	X		n/a	1989	65	0	
219	Grve Prk Elem	7:35/8:15	2:27/2:48	X		45	1989	65	10	1800
	Stby-Jr. HS	8:30/9:15	3:10/4:00	X		n/a				
220	USED BY SUB	n/a	n/a	X		n/a	1989	65	0	0

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
221	Rdgvie Elem. Tynes Elem. LH Lrng. Cntr.	6:30 10:15	1:05 3:50		X	5	1989	47	192	34560
222	Middleburg HS Rdgvie Elem.		12:50/2:00 2:00/4:00		X X	3 13	1989	47	94	16920
223	Middleburg HS LH Lrng. Cntr.		3:00/4:00 12:15/3:00		X X	2 8	1989	47	155	27900
224	McRae Elem.	6:30/9:30	12:55/3:05		X	11	1989	47	163	29340
225	McRae Elem.	7:00/8:30	1:00/3:20		X	8	1989	47	65	11700
226	Flmg. Isl. Elem. Orng. Prk. Jr HS LH Lrng. Cntr.	6:30/8:50	2:15/3:05 3:30/4:15 12:15/2:05		X X X	4 1 2	1989	47	95	17100
227	Wilkinson Elem.	5:45/8:05	12:45/5:10		X	11	1990	47	100	18000
228	Wilknson Elem. Wilkinson Jr. HS	6:30/8:20 8:20/9:45	12:50/3:20 3:20/4:55		X X	11 4	1990	34	172	30960
229	Wilkinson Elem. Wilkinson Jr. HS	7:00/8:10 8:40/10:15	1:00/3:15		X X	14 6	1990	34	112	20160
230	SB Jr HS Ridgview Jr. HS	6:30/8:30 8:20/9:15	12:30/2:30 3:30/4:15		X X	10 4	1990	34	42	7560
231	SPARE	n/a	n/a		X	n/a	1990	34	119	21420
232	Grove Prk Elem	6:30/8:45	12:45/4:30		X	6	1990	34	90	16200
233	Drs. Inlet Elem. Rdgvie Elem	6:59/7:35 7:40/8:10	1:52/2:20 2:27/2:57	X X		54 55	1990	65	60	10800
233	Rdgvie Jr.HS	8:23/9:20	3:27/4:20	X		25	1990	65	60	10800
234	Flming Isl. Elem Rdgvie Jr.HS	7:38/8:10 8:20/9:20	2:27/2:59 3:27/4:20	X X		43 57	1990	65	51	9180
235	Tynes Elem.	7:45/8:20	2:37/3:13	X		64	1990	65	45	8100

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
236	Wilkinson Jr. HS	8:38/9:55	3:37/4:30	X		39				
	Stby-Mddlbrg HS		1:00/2:00	X						
	Paterson Elem.	7:30/8:10	2:27/3:03	X		46	1990	65	50	9000
	Lke. Asbry Elem.	8:12/9:00	3:00/3:40	X		46				
237	Bnrman Lrng Cntr		1:00/2:15		X	5		90		
	SPARE	n/a	n/a	X		n/a	1990	65	0	0
238	Fimng. Isl. Elem.	7:21/8:10	2:27/3:00	X		48	1990	65	49	8820
239	Lke. Asbry Elem.	8:16/9:00	3:00/3:40	X		54				
	Bnrman Lrng Cntr			X	4					
	Drs. Inlet Elem.	7:01/7:35	1:52/2:17	X		50	1990	65	55	9900
	Rdgeview Elem.	7:35/8:10	2:27/2:57	X		59				
240	Rdgeview Jr. HS	8:26/9:20	3:27/4:20	X		43				
	Paterson Elem.	7:29/8:10	2:27/3:02	X		51	1990	65	54	9720
241	Rvrview Jr. HS	8:27/9:20	3:27/4:10	X		40				
	Drs. Inlet Elem.	7:05/7:35	1:52/2:11	X		62	1990	65	48	8640
242	Rvrview Elem.	7:35/8:10	2:27/2:50	X		42				
	Rvrview Jr. HS	8:38/9:20	3:27/4:20	X		43				
	Bnnt / Grn Cve Elem	7:20/8:20	2:27/3:16	X		62	1990	65	43	8820
	Bnrman Lrng Cntr	6:10/7:13	1:15/2:26		X	2			6	
243	Paterson Elem.	7:31/8:10	2:27/3:00	X		43	1990	65	55	9900
243	Lkside Jr. HS	8:23/9:20	3:27/4:20	X		31	1990	65	55	9900
244	Orng Prk HS	6:05/7:05	1:37/2:14	X		40	1990	65	61	10980
	Grove Prk Elem	7:46/8:15	2:27/2:52	X		58				
245	Orng Prk Jr HS	8:25/9:20	3:27/4:35	X		45				
	Jax/Ed Whit	5:00/7:50			X	1	1990	65	113	20340
	Riverview Elem	7:50/8:25	2:15/4:10		X	14				
246	stby Jr HS	8:30/9:15		X		n/a				
	Wlkson Elem	6:57/8:15	2:27/3:16	X		57	1990	65	85	15300

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
	Orng Prk Jr HS	8:20/9:20	3:27/4:50	X		40				
247	USED BY SUB	n/a	n/a	X		n/a	1990	65	0	0
248	Bnrman Lrng Cntr		12:45/2:15		X	6	1990	65	84	23760
	Flmng. Isl. Elem	7:35/8:10	2:27/2:59	X		50			48	
	Lake Asbry Elem	8:25/9:05	3:00/3:40	X		33				
249	stby Clay HS/ Drs In			X		n/a	1990	65	42	7560
	Tynes Elem	7:51/8:20	2:37/3:09	X		52				
	Riverview Jr HS	8:23/9:20	3:27/4:20	X		50				
250	Drs. Inlet Elem	7:07/7:35	1:52/2:19	X		51	1990	65	50	9000
	Riverview Elem	7:35/8:10	2:27/2:59	X		45				
	Riverview Jr HS	8:36/9:20	3:27/4:00	X		32				
251	Riverview Elem	7:25/8:00	2:38/3:15	X		52	1990	65	137	24660
	Riverview Jr HS	8:29/9:20	3:27/4:20	X		27				
252	Grove Prk Elem	7:40/8:15	2:27/2:53	X		40	1990	65	35	6300
	Ornge Prk Jr HS	8:34/9:20	3:27/4:10	X		20				
253	SPARE	n/a	n/a	X		n/a	1990	65	0	0
254	Bennitt El/ Grn Cve	7:21/8:20	2:27/3:30	X		64	1990	65	67	12060
	Spr Mid									
255	USED BY SUB	n/a	n/a	X		n/a	1990	65	0	0
256	Jax/ Fishwei...	6:20	1:05		X	1	1991	19	185	33300
	Pinedale	9:10	4:15		X	1				
257	Tynes Elem	5:50/8:25	1:40		X	8	1991	19	113	20340
	Lakeside Jr HS	8:25/9:30	5:20		X	6				
258	Drs Inlet Elem	6:45 to	12:40/1:40		X	11	1991	19	78	14040
	Paterson Elem		1:40/3:30		X	4				
	Riverview Jr HS	8:10	3:30/4:05		X	3				
259	Grove Prk Elem	6:30/8:45	12:30/3:45		X	7	1991	19	78	14040
260	SPARE	n/a	n/a		X	n/a	1991	19	0	0

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
261	Bnrman Lrng Cntr	6:10/7:10			X	4	1991	47	148	26640
	Grove Prk Elem	7:10/8:45	12:55/1:50		X	2				
	Paterson Elem		X		X	1				
	Flmng Isl Elem		X		X	4				
	Grn Cv Sprg Mid		2:20/3:20		X	2				
	Riverview Jr HS		3:30/5:20		X					
262	Paterson Elem	6:45/8:05	2:05/3:25		X	13	1991	47	118	21240
	Riverview Jr HS	8:10/9:05	3:30/4:45		X	8				
	Flmng Isl Elem		12:45/1:50		X	2				
263	SPARE	n/a	n/a		X	n/a	1991	47	115	20700
264	Grve Prk Elem	6:30/8:15	2:17/3:15		X	12	1991	47	110	19800
	Lakeside Jr HS	8:25/9:30			X	3				
	Orng Prk HS		12:40/2:17		X	2				
	Riverview Jr HS		3:15/5:00		X	9				
265	SPARE	n/a	n/a		X	n/a	1991	47	0	0
266	Flmng Isl Elem	6:30/7:55	1:30/3:05		X	13	1991	65	89	16020
266	Riverview Jr HS	8:00/9:30	3:30/5:05		X	16	1991	65	89	16020
267	Riverview Elem	6:15/8:20	2:00/4:20		X	27	1991	65	110	19800
268	Middlbrg Elem	6:30/7:00			X	2	1991	65	133	23940
	Tynes Elem	7:15/8:40	12:45/3:15		X	12				
	Wlknson Jr HS		3:30/5:30		X	6				
269	Wlknson Elem	6:45/8:10	12:40/3:00		X	11	1991	65	96	17280
	Wlknson Jr HS		3:00/4:20		X	11				
270	Mddlburg HS		12:55/2:30		X	2	1991	65	104	18720
	Tynes Elem	5:50/8:40	2:30/4:45		X	18				
271	Clay HS	6:12/7:10	1:35/2:20	X		40	1991	65	66	11880
	Bennt El/Grn. Cv Spng Md	7:46/8:20	2:27/3:15	X		60				

Source: Clay County School District, January 1998.



**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
272	Wlkson Elem	7:25/8:15	2:27/2:57	X		50	1991	65	37	6660
	Orng Prk Jr HS	8:30/9:20	3:27/4:20	X		50				
273	SPARE	n/a	n/a	X		n/a	1991	65	0	0
274	Orng Prk HS	6:12/7:10	1:35/2:20	X		40	1991	65	66	11880
	Grove Prk. Elem	7:35/8:15	2:27/2:48	X		46				
	Orng Prk. Jr HS	8:27/9:20	3:27/4:25	X		40				
275	Stby Clay HS	6:00/7:00	1:00/2:00	X		n/a	1991	65	12	2160
	Bennt El/Gm. Cv	7:45/8:20	2:27/3:20	X		58				
	Spng Md									
276	Clay Hill Elem	6:56/7:30	1:52/2:12	X		49	1991	65	69	12420
	Wlkson Elem	7:45/8:20	2:37/3:00	X		46				
	Lake Asbry Elem	8:04/9:00	3:00/3:45	X		60				
277	Mdlbrg HS	6:27/7:05	1:27/2:02	X		27	1991	65	65	11700
	Mdlbrg Elem	7:46/8:20	2:37/3:15	X		44				
	Wlkns Jr HS	8:49/9:55	3:37/4:20	X		35				
278	Tynes Elem	7:50/8:20	2:37/3:00	X		60	1991	65	35	6300
	Riverview Jr HS	8:28/9:20	3:27/4:20	X		58				
279	Clay Hill Elem	6:53/7:30	1:52/2:25	X		37	1991	65	57	10260
	Lake Asbry Elem	8:00/9:00	3:00/5:00	X		45				
280	stby Chery El/Drs Int	6:30/7:15	1:52/2:25	X		n/a	1991	65	63	11340
	Mdlbrg. Elem.	7:35/8:20	2:37/3:43	X		60				
	Wlkson. Jr HS	8:31/9:55	3:37/4:44	X		26				
281	Drs. Inlet Elem.	7:07/7:35	1:52/2:18	X		58	1991	65	0	0
	Tynes Elem.	7:45/8:20	2:37/3:06	X		62				
	Riverview Jr HS	8:25/9:20	3:27/4:10	X		42				
282	Bnrman Lrng Cntr		1:00/2:50		X	7	1991	65	55	9900
283	SPARE	n/a	n/a	X		n/a	1991	65	0	0
284	Fimng Isl. Elem	7:32/8:10	2:27/3:01	X		45	1991	65	48	18540

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
285	Riverview Jr HS	8:25/9:20	3:27/4:35	X		40				
	Bnnrman LC Alt		12:45/2:00		X	2			55	
	Stby Clay HS	5:45/7:00	12:30/2:00	X		55	1992	65	45	8100
	Flmng Isl. Elem	7:17/8:10	2:27/3:01	X		31				
286	Riverview Jr HS	8:27/9:20	3:27/4:20	X		50				
	Wlknsn Jr HS	8:22/9:55	3:37/4:35	X		6	1992	65	40	24480
	Bnnrman Lrng Cntr	6:40/7:30	12:30/3:15		X	42		96		
287	Drs. Inlet Elem	7:02/7:35	1:52/2:18	X		49	1992	65	46	8280
	Riverview Elem	7:38/8:10	2:27/2:49	X		50				
288	Lakeside Elem	8:33/9:25	3:27/4:15	X		14				
	Clay HS	6:23/7:10	1:35/2:21	X		43	1992	65	50	9000
	Bennt El/Grn Cve	7:39/8:20	2:27/3:15	X		49				
	Spgs Mid									
289	Montclair Elem	6:20/7:35		X		14	1992	65	67	12060
	(brkfst)									
290	Montclair Elem	7:36/8:10	2:27/2:54	X		58				
	Orng Prk Jr HS	8:25/9:25	3:27/4:35	X		38				
	Middleburg HS	6:22/7:05	1:27/2:14	X		30	1992	65	26	4680
	Tynes Elem	7:48/8:20	2:37/3:08	X		52				
291	Wlknsn Jr HS	8:37/9:55	3:37/4:40	X		39				
	stby Clay Hill Elem.	6:30/7:15	1:52/2:25	X		n/a	1992	65	62	11160
	Mdlbrg Elem.	7:47/8:20	2:37/3:16	X		62				
292	Wilknsn Jr HS	8:34/9:55	3:37/4:35	X		40				
	Orange Park HS	6:08/7:05	1:37/2:07	X		38	1992	65	73	13140
	Lakeside Elem.	7:29/8:05	2:27/2:46	X		50				
	Lakeside Jr HS	8:15/9:20	3:27/4:35	X		39				
293	Middleburg HS	6:33/7:05	1:27/1:54	X		22	1992	65	87	15660
	Middleburg Elem	7:48/8:20	2:37/3:05	X		47				

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
294	Wlknson Jr HS	8:24/9:55	3:37/4:35	X		28				
	Paterson Elem.	7:38/8:10	2:27/2:56	X		36	1992	65	53	9540
	Lake Asbry Elem	8:16/9:00	3:00/3:45	X		55				
295	SPARE	n/a	n/a		X	n/a	1993	47	0	0
296	Orange Park HS	5:55/7:00	12:45/2:10		X	4	1993	47	138	24840
	Grove Prk Elem.	7:00/8:00	2:10/3:30		X	2				
	Riverview Jr HS	8:00/9:20	3:30/4:15		X	2				
	Bennett Elem.	6:40/8:10	1:45/3:00		X	15	1993	47	164	29520
297	Middleburg HS		3:00/5:00		X	2				
	LH Lrng Cntr	8:20/9:25	12:30/1:55		X	3				
	Montclair Elem.	7:31/8:10	2:27/3:02	X		48	1993	65	45	8100
	Ornge Prk Jr HS	8:25/9:20	3:27/4:30	X		34				
299	Orange Park HS	5:55/7:05	1:37/2:15	X		25	1993	65	89	16020
	Lakeside Elem	7:27/8:05	2:27/2:51	X		57				
	Lakeside Jr. HS	8:24/9:20	3:27/4:30	X		55				
300	Clay HS	6:20/7:10	1:05/2:20	X		40	1993	65	94	16920
	Bennitt Elem/Grn	7:18/8:30	2:20/3:15	X		43				
	Cove Spgs Mid.									
301	Clay HS	6:25/7:10	1:05/2:10	X		26	1993	65	46	8280
	Bennitt Elem/Grn	7:45/8:30	2:10/3:00	X		46				
	Cove Spgs Mid.									
302	Clay Hill Elem.	6:43/7:30	1:15/2:05	X		56				
	Wlknson Jr. HS	8:50/9:50	3:05/4:15	X		41				
	Orange Park HS	6:10/7:05	12:50/1:55	X		30	1993	65	58	10440
303	Wlknson Elem.	7:28/8:15	1:55/2:52	X		52				
	Lakeside Jr HS	8:30/9:30	2:52/4:00	X		46				
	Drs Inlet Elem.	6:55/7:35	1:15/2:14	X		46	1993	65	56	10080
	Tynes Elem.	7:45/8:20	2:25/3:00	X		50				

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
305	Riverview Jr HS	8:20/9:20	3:00/4:05	X		46				
	Orange Park HS	6:15/7:05	12:50/2:05	X		35	1993	65	74	13320
	Wlknson Elem.	7:40/8:15	2:05/2:55	X		37				
306	Lakeside Jr. HS	8:15/9:30	2:55/4:25	X		47				
	Orange Park HS	6:10/7:05	12:50/2:02	X		20	1993	65	60	10800
	Lakeside Elem.	7:30/8:05	2:02/2:45	X		43				
307	Lakeside Jr HS	8:29/9:30	2:45/4:05	X		43				
	Clay HS	6:05/7:10	1:05/2:20	X		13	1993	65	111	19980
	Bennitt Elem/Grn Cove Spgs Mid.	7:10/8:30	2:20/3:35	X		55				
308	Kystn Hghts HS	6:15/7:00	1:00/2:15	X		35	1994	65	87	15660
	McRae Elem.	7:40/8:25	2:15/3:35	X		50				
309	Orng Prk HS	6:10/7:05	12:50/2:05	X		19	1994	65	63	11340
	SB Jr HS	7:30/8:05	2:05/2:50	X		47				
	Orng Prk Jr HS	8:25/9:30	2:50/4:06	X		45				
310	Kston Hghts HS	5:50/7:00	1:00/2:20	X		50	1994	65	87	15660
	Kston Hhts Elem	7:15/8:35	2:20/4:00	X		64				
311	Kston Hghts HS	6:15/7:00	1:00/2:17	X		30	1994	65	90	16200
	McRae Elem	7:35/8:25	2:17/3:20	X		53				
312	Kston Hghts HXS	6:10/7:00	1:00/2:20	X		37	1994	65	66	11880
	McRae Elem	7:35/8:25	2:20/3:15	X		60				
313	Mddlbrg HS	6:10/7:05	1:05/2:19	X		40	1994	65	73	13140
	Tynes Elem	7:55/8:20	2:19/3:05	X		56				
	Wlknson Jr HS	8:40/9:50	3:05/4:10	X		46				
314	Clay Hill Elem.	6:57/7:30	1:15/2:20	X		41	1994	65	66	11880
	Lake Asbry Elem	7:50/9:00	2:20/3:35	X		62				
315	Mddlbrg. HS	6:20/7:05	1:05/2:10	X		40	1994	65	95	17100
	Tynes Elem	7:40/8:20	2:10/3:20	X		48				

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
	Wlknson Jr HS	8:20/9:50	3:20/4:30	X		43				
316	SPARE	n/a	n/a	X		n/a	1994	65	0	0
317	Mddlebrg HS	6:00/7:05	1:05/2:30	X		48	1994	65	75	13500
	Wlknson Elem	7:35/8:20	2:30/3:00	X		63				
	Wlknson Jr HS	8:20/9:50	3:00/4:06	X		50				
318	Kston Hgts HS	6:14/7:00	1:05/2:20	X		27	1994	65	58	10440
	Kston Hgts Elem	7:30/8:35	2:20/3:12	X		56				
319	Kston Hgts HS	6:10/7:00	1:05/2:16	X		40	1994	65	59	10620
	Kston Hgts Elem	7:20/8:35	2:16/3:25	X		52				
320	Clay HS	6:05/7:10	12:45/2:45	X		40	1994	65	96	17280
320	Lake Asbry Elem	7:40/9:00	2:45/3:45	X		45	1994	65	96	17280
321	Kyston Hgts HS	6:05/7:00	1:05/2:18	X		45	1994	65	81	14580
	Kston Hgts Elem	7:00/8:35	2:18/3:40	X		57				
322	Kyston Hgts HS	6:10/7:00	1:05/2:30	X		40	1994	65	47	8460
	Kston Hgts Elem	7:50/8:35	2:30/3:05	X		62				
323	Mddlburg HS	6:20/7:05	1:05/2:16	X		35	1994	65	71	12780
	Tynes Elem	7:50/8:20	2:16/3:10	X		43				
	Wlknson Jr HS	8:40/9:50	3:10/4:16	X		43				
324	Bnrman Lrng Cntr	10:50/	1:00		X	8	1994	65	137	24660
	Bennett Elem	6:50/8:00	1:45/3:20		X	9				
	Ridgeview Jr HS	8:00/9:45			X	3				
325	Stby Orng Prk HS	6:00/7:00		X		n/a	1995	65	69	12420
	Wlknson Elem	7:15/8:15	2:00/3:08	X		52				
	Orng Prk Jr HS	8:30/9:30	3:08/4:01	X		40				
326	Mddlburg HS	6:10/7:05	1:05/2:18	X		40	1995	65	97	17460
	Wlknson Elem	7:42/8:20	2:18/3:08	X		46				
	Wlknson Jr HS	8:45/9:50	3:08/4:16	X		45				
327	Mddlburg HS	6:30/7:05	1:05/2:00	X		42	1995	65	91	16380

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
328	Mddlburg Elem	7:50/8:20	2:00/3:06	X		57				
	Wlknson Jr HS	8:44/9:50	3:06/4:10	X		43				
	Drs Inlet Elem	6:58/7:35	1:15/2:16	X		37	1995	65	57	10260
	Ridgeview Elem	7:38/8:10	2:16/2:52	X		51				
329	Riverview Jr HS	8:29/9:20	2:52/4:16	X		47				
	Orange Park HS	6:13/7:05	12:50/2:00	X		37	1995	65	63	11340
	Montclair Elem	7:34/8:10	2:00/2:46	X		39				
329	Orng Prk Jr HS	8:30/9:00	2:46/4:06	X		43	1995	65	63	11340
330	Mddleburg HS	6:10/7:00	1:05/2:06	X		30	1995	65	77	13860
	Tynes Elem.	7:52/8:20	2:06/3:09	X		56				
	Wlknson Jr HS	8:38/9:50	3:09/4:15	X		50				
331	Mddlburg HS	6:20/7:05	1:05/2:01	X		35	1995	65	80	14400
	Tynes Elem	7:45/8:20	2:01/3:09	X	X		56			
	Wlknson Jr HS	8:35/9:50	3:09/4:20	X		49				
332	Clay Hill Elem	6:36/7:30	1:10/2:46	X		52	1995	65	80	14400
	Lake Asbry Elem	8:07/9:00	2:46/3:25	X		46				
333	Mddlburg HS	6:00/7:05	1:05/2:20	X		30	1995	65	98	17640
	Mddlburg Elem	7:49/8:20	2:20/3:08	X		52				
334	Wlkson Jr HS	8:45/9:20	3:08/4:16	X		39				
	Ornge Prk HS	6:05/7:05	12:50/2:15	X		24	1995	65	51	9180
	SB Jr HS	7:20/8:05	2:15/2:50	X		41				
	Stby JR HS	8:05/9:15	3:00/4:15	X		n/a				
335	Keystone HS	6:25/7:00	1:00/2:15	X		45	1995	65	74	13320
	McRae Elem	7:15/8:20	2:15/3:20	X		53				
336	Mddlburg HS	6:05/7:05	1:05/2:24	X		35	1995	65	99	17820
	Mddlburg Elem	7:40/8:20	2:24/3:12	X		54				
	Wlknson Jr HS	8:40/9:50	3:12/4:19	X		39				

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
337	Orng Prk HS [ESOL]	5:50/7:20	1:00/2:15		X	14	1995	65	24	11880
	Benn't Elem/ Grn Cve	7:20/8:30	2:20/3:15	X		59			42	
	Spg Md									
338	SPARE	n/a	n/a	X		n/a	1995	65	0	0
339	Kston Hgts HS	6:29/7:00	1:00/2:01	X		34	1995	65	54	9720
	Kston Hgts Elem	7:20/8:35	2:20/3:25	X		49				
340	Wlknson Elem	7:00/8:15	1:30/3:11	X		64	1995	65	86	15480
340	Ornge Prk Jr HS	8:15/9:30	3:11/4:25	X		30	1995	65	86	15480
341	Bnrman Lrng Cntr	10:55/12:45	12:50/3:00		X	06/04	1995	65	183	32940
	Flnmg. Isl. Elem	6:50/8:30			X	11				
	Wlknson Jr. HS		3:00/4:45		X	9				
342	Clay Hill Elem.	6:50/7:30	1:10/2:15	X		47	1995	65	77	13860
	Wlknson Elem.	7:45/8:20	2:25/2:50	X		62				
	Wlknson Jr. HS	8:42/9:50	2:50/4:15	X		40				
343	Stby Mddlbrg HS	6:00/7:00	1:00/2:00	X		20	1995	65	40	7200
	Tynes Elem.	7:59/8:20	2:15/3:06	X		59				
	Wlknson Jr HS	8:40/9:50	3:06/4:07	X		22				
344	Orng Park HS	6:05/7:05	12:50/2:02	X		38	1995	65	49	8820
	Grve Prk Elem	7:50/8:15	2:10/2:50	X		53				
	Orng Park Jr HS	8:32/9:30	2:50/4:01	X		42				
345	Clay HS	6:07/7:10		X		40	1995	65	111	19980
	Flnmg Isl. Elem	7:20/8:10	2:20/3:00	X		63				
345	Ridgeview Jr HS	8:25/9:00	3:00/4:05	X		40	1995	65	111	19980
346	Kyston Hgts HS	5:50/7:00	1:05/2:20	X		45	1995	65	50	21600
	Ridgeview Jr HS				X	4			70	
347	SPARE	n/a	n/a		X	n/a	1995	19	0	0
348	Mddlbrg HS	5:55/9:10	12:50/4:25		X	07/04	1995	19	114	20520
349	Bnrman Lrng Cntr		12:45/1:50		X	1	1995	19	104	18720

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
350	Ridgeview Elem	6:25/8:25	1:50/4:00		X	15				
	Ridgeview Jr HS	8:25/9:45			X	2				
	Flmng Isl. Elem	6:50/8:20	12:40/3:30		X	03/14	1995	19	147	26460
	Ridgeview Jr HS	8:20/9:30	3:35/4:55		X	03/11				
361	Mddlburg HS	5:58/7:05	1:05/2:05	X		40	1996	65	74	13320
	Wlknson Elem	7:50/8:20	2:20/3:00	X		62				
361	Wlknson Jr HS	8:58/9:50	3:20/4:15	X		41	1996	65	74	13320
362	Middleburg HS	5:45/7:05	1:05/2:25	X		16	1996	65	123	22140
363	Wlknson Elem	7:45/8:20	2:30/3:01	X		47				
	Wlknson Jr HS	8:44/9:50	3:20/4:30	X		35				
	Orange Park HS	5:57/7:05	12:50/2:20	X		30	1996	65	93	16740
	Wlknson Elem	7:30/8:15	2:25/3:12	X		46				
364	Ornge Prk Jr HS	8:36/9:30	3:12/4:01	X		50				
	Clay HS	6:07/7:10	1:05/2:20	X		39	1993	65	87	15660
365	Grn Cve Spngs Mid	7:37/8:30	2:25/3:05	X		47				
	Clay HS	5:53/7:10	1:05/2:20	X		35	1996	65	107	21420
	Bnrmn Lrng Cntr				X	10			12	
366	Bnnt Elem /Grn Cove	7:20/8:30	2:20/3:30	X		58				
	Spngs Md									
367	SPARE	n/a	n/a	X		n/a	1996	65	0	0
368	Clay HS	6:17/7:10	1:05/2:11	X		40	1996	65	70	22320
	Bannrman LC alt		4:45/6:35		X	2			124	
	Bnnt Elem /Grn Cove	7:20/8:30	2:12/3:20	X		65				
	Spngs Md									
369	Clay Hill Elem	6:38/7:30	1:10/2:25	X		56	1996	65	85	15300
	Wlknson Elem	7:40/8:20	2:25/3:07	X		54				
	Wlknson Jr. HS	8:30/9:50	3:10/4:00	X		33				
	Middleburg HS	6:00/7:05	1:05/2:13	X		30	1996	65	103	18540

Source: Clay County School District, January 1998.



**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
370	Wilkinson Elem	7:47/8:20	2:13/3:06	X		64				
	Wilkinson Jr HS	8:28/9:50	3:10/4:22	X		44				
	Clay HS		1:05/2:02	X		10	1996	65	114	20520
	Bnnt Elem /Grn Cove Sprgs Md	6:35/8:30	2:15/4:00	X		58				
371	Clay HS	6:13/7:10	12:45/2:11	X		45	1996	65	113	22680
371	Paterson Elem.	7:18/7:55	2:11/3:07	X		60	1996	65	113	22680
	Lakeside Jr HS	8:25/9:30	3:07/4:06	X		38				
372	Kstone Hgts HS	5:50/7:00	1:05/2:25	X		45	1996	65	81	14580
	Kstone Hts Elem	7:30/8:35	2:25/3:25	X		62				
373	Clay Hill Elem	6:42/7:30	1:05/2:15	X		36	1996	65	79	14220
	Wilkinson Elem	7:50/8:20	2:20/3:00	X		50				
	Wilkinson Jr HS	8:30/9:50	3:10/4:27	X		45				
374	Stby Clay HS	6:00/7:20		X		n/a	1996	65	54	35460
	Green Cove Mid	7:20/8:20	1:30/3:30	X		60				
	Wilkinson Jr HS	8:25/10:20			X	6			143	
	Middleburg HS		1:00/2:00		X	6				
375	Bnman Lrng Cntr	6:05/7:04	12:15/2:00		X	2	1996	65	78	19260
	Bnnt Elem /Grn Cove Sprgs Md	7:45/8:45	2:20/3:10	X		48			29	
	Middleburg HS	6:25/7:05	1:05/1:50	X		30	1996	65	68	12250
377	Tynes Elem	7:41/8:20	2:20/3:07	X		56				
	Wilkinson Jr HS	8:46/9:50	3:10/4:03	X		40				
	Clay Hill Elem	6:40/7:30	1:05/2:20	X		32	1996	65	87	15660
	Wilkinson Elem	7:45/8:20	2:20/2:55	X		52				
378	Wilkinson Jr HS	8:52/9:50	3:20/4:22	X		39				
	Middleburg HS	5:45/7:05	1:05/2:25	X		34	1996	65	142	25560

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
	Wlknson Elem	7:55/8:20	2:25/3:00	X		55				
	Wlknson Jr HS	8:30/9:50	3:20/4:27	X		56				
379	Clay HS	6:19/7:10	12:45/2:20	X		38				
	Lake Asbry Elem	7:50/9:00	2:45/3:45	X		38				
380	Clay HS	6:13/7:10	12:45/2:13	X		44	1996	65	106	19080
	Paterson Elem	7:25/8:10	2:13/2:55	X		64				
380	Lakside Jr HS	8:20/9:00	3:10/4:10	X		49	1996	65	106	19080
381	Middleburg HS	6:20/9:40	2:50/4:20		X	04/03	1996	47	152	27360
382	Keystone Hts HS	6:05/6:55	1:00/2:20		X	1	1996	47	113	20340
	Keystone Hts Elem		2:20/3:20		X	1				
	McRae Elem	7:00/8:20			X	6				
	Wlknson Jr HS	8:25/10:05			X	3				
383	Middleburg HS	5:30/9:45	12:30/3:15		X	05/02	1996	47	183	32940
384	Bnrman Lrng Cntr		1:00/2:00		X	2	1996	47	102	18360
	Ridgeview Elem	6:30/8:15	2:01/3:40		X	8				
385	Drs Inlet Elem	6:20/7:20	1:00/2:10		X	6	1996	47	140	25200
	Flnmg Isl. Elem		2:15/3:15		X	3				
	Wlknson Jr HS	7:50/9:45	3:30/4:45		X	4				
386	Ridgeview Elem	6:15/8:30	1:50/3:30		X	12	1996	47	97	17460
	Ridgeview Jr HS	8:30/9:30	3:30/4:45		X	7				
	LH Lrng Cntr		12:15/1:50		X	2				
387	SB Jr HS	6:45/8:08	12:30/1:50		X	5	1996	47	109	19620
	Jax/Ed Whit		1:50/3:25		X	1				
387	Ridgeview Jr HS	8:15/9:20	3:25/4:30		X	7	1996	47	109	19620
388	Drs. Inlet Elem		12:45/1:40		X	2	1996	47	148	26640
	Ridgeview Elem	6:15/8:05	1:40/3:17		X	14				
	Ridgeview Jr HS	8:05/9:40			X	7				

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
389	Wlkson Jr HS		3:30/5:00		X	3				
	Middleburg Elem	5:30/7:15	12:50/3:00		X	6	1996	47	128	23040
	Flmng Isl Elem	7:15/8:15			X	1				
	Middleburg HS	8:15/9:15			X	2				
390	Wlkson Jr HS		3:05/4:04		X	5				
	Clay HS	6:12/7:10	1:15/2:16	X		25	1996	65	96	17280
	Flmng Isl. Elem	7:34/8:10	2:27/2:57	X		60	1996	65	96	17280
	Lakeside Jr HS	8:19/9:35	3:27/4:20	X		35				
391	Middleburg HS	5:30/9:10	1:00/4:30		X	11	1996	47	150	27000
392	Middleburg HS	6:00/7:15	12:50/2:20		X	5	1997	47	136	24480
	Wlkson Elem	7:35/8:15	2:20/3:30		X	2				
	Ridgeview Jr HS	8:20/9:30	3:30/4:45		X	4				
	Flmng Isl. Elem	5:40/8:20	12:40/4:40		X	08/12	1997	47	110	19800
393	Orange Park Jr HS	8:20/9:30			X	1				
	Bnrman Lrng Cntr	5:00/8:15	12:10 to		X	18	1997	65	211	37980
	Clay HS		3:35		X	1				
	Keystne Hghts Elem	8:15/9:00			X	1				
395	Middleburg Elem	7:08/8:20	2:37/3:31	X		53	1997	65	42	25740
	Wlkson Jr HS	8:25/10:45			X	6			101	
396	Clay HS	6:20/7:10	1:15/2:11	X		32	1997	65	75	13500
	Bnnt Elem /Grn Cove	7:45/8:25	2:27/2:54	X		40				
397	Sprgs Md									
	Clay HS	5:45/7:10			X	3	1997	65	140	25200
398	Bennett Elem	7:15/8:02	1:10/4:00		X	37				
	Bnnt Elem /Grn Cove	7:19/8:50	2:27/3:21	X		51	1997	65	49	24120
	Sprgs Md									
	Bnrman Lrng Cntr	5:15/7:10	1:40/1:55		X	01/06			85	

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
399	Flming Isl Elem	1:00/1:40			X	1				
	Drs. Inlet Elem	5:55/7:55	1:00/2:55		X	4	1997	65	149	26280
	Flming Isl Elem				X	1				
	Wlknson Jr HS	8:00/19:20	3:05/4:30		X					
400	Clay Hill Elem	6:32/7:30	1:00/2:45	X		19	1997	65	131	23580
400	Wlknson Elem		2:37/2:57	X		23	1997	65	131	23580
4023	Wlknson Jr HS	8:10/9:55	3:37/5:05	X		54				
401	Keystone Hts HS	6:06/7:00	1:30/2:36	X		54				
	McRae Elem	7:19/8:20	2:37/3:30	X		60				
402	SPARE	n/a	n/a	X		n/a	1997	65	0	0
403	Clay HS	6:07/7:10	12:30/2:09	X		37	1997	65	78	14040
403	Paterson Elem	7:32/8:10	2:27/3:03	X		60	1997	65	78	14040
	Ridgeview Jr HS	8:22/9:20	3:27/4:25	X		45				
404	Clay Hill Elem	6:41/7:30	1:30/2:42	X		60	1997	65	97	17460
	Wlknson Elem	7:44/8:20	2:37/3:03	X		44				
	Wlknson Jr HS	8:26/9:55	3:37/4:30	X		56				
405	SPARE	n/a	n/a	X		n/a	1997	65	0	0
406	Clay HS	6:00/7:10	12:30/2:27	X		45	1997	65	96	17280
	Paterson Elem	7:28/8:10	2:27/3:04	X		55				
	Lakeside Jr HS	8:33/9:20	3:27/4:20	X		50				
407	Clay HS	6:10/7:10	12:30/2:05	X		19	1997	65	102	18360
	Paterson Elem	7:30/8:10	2:27/3:13	X		61				
	Orange Park Jr HS	8:20/9:20	3:27/4:05	X		26				
408	Clay HS	5:58/7:10	12:30/2:41	X		45	1997	65	116	23400
	Lake Asbury Elem	7:48/9:05	3:00/3:40	X		53				
	Bnrmn Lrng Cntr	7:15/7:25			X	16			14	
409	Bradford			X		50	1997	65	119	21420

Source: Clay County School District, January 1998.

**EXHIBIT 13-12 (Continued)**  
**BUS RIDERSHIP FOR CLAY COUNTY SCHOOL DISTRICT**  
**GENERAL STUDENT POPULATION**  
**1997-1998**

BUS NUMBER	SCHOOL(S) SERVED	TIME		REG. ED.	ESE	BUS OCCUPANCY	YEAR OF BUS	CAPACITY	DAILY MILES	YEARLY MILES
		A. M.	P. M.							
410	Middleburg HS	6:14/7:05	1:27/2:20	X		24	1997	65	111	19980
	Middleburg Elem	7:29/8:20	2:37/3:21	X		42				
	Wilkinson Jr HS	8:20/9:55	3:37/4:36	X		44				
411	Orange Park Jr HS	6:13/7:05	1:37/2:20	X		34	1997	65	91	16380
	Lakeside Elem	7:29/8:05	2:27/2:47	X		49				
411	Lakeside Jr HS	8:17/9:20	3:27/4:40	X		37	1997	65	91	16380
412	Burman Lrng Cntr	5:45/7:10	12:35/3:15		X	6	1997	65	112	20160
			5							
413	Green Cove Spg Md	7:30/8:45			X	2	1997	65	117	21060
	Middleburg HS	5:45/7:05	1:10/2:10		X	6				
	Tynes Elem	7:20/8:05	2:25/3:05		X	4				
	Wilkinson Jr HS	8:25/10:20			X	6				
414	SPARE	n/a	n/a	X		n/a	1997	65	0	0
415	Orange Park HS	6:09/7:05	1:37/2:14	X		44	1997	65	82	14760
	Lakeside Elem	7:32/8:05	2:27/2:53	X		55				
	Lakeside Jr HS	8:15/9:20	3:27/4:40	X		44				
	Clay HS	6:20/7:10	12:30/2:00	X		45				
417			0				1997	65	44	7920
	Flmng Isl Elem	7:25/8:10	2:27/3:07	X		65				
	Lakeside Jr HS	8:33/9:20	3:27/4:20	X		51				
	Flmng Isl Elem	7:30/8:10	2:27/2:54	X		46				
	Ridgeview Jr HS	8:24/9:20	3:27/4:20	X		43				
418	stby MB HS		1:00/2:00	X		n/a	1997	65	50	9000
	Drs. Inlet Elem		1:00/2:00	X		45				
	Ridgeview Elem	7:35/8:20	2:27/2:58	X		45				
	Ridgeview Jr HS	8:26/9:20	3:27/4:20	X		41				
419	Burman Lrng Cntr	5:40/7:45	1:00/3:15		X	38	1997	65	136	24480

Source: Clay County School District, January 1998.



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## **14.0 FOOD SERVICE**

This chapter addresses the Clay County School District programs and activities designed to manage the district's food service program. This chapter contains seven major sections:

- 14.1 Program Scope and Operating Efficiency
- 14.2 Student Lunch Participation
- 14.3 Student Breakfast Participation
- 14.4 Organization and Staffing
- 14.5 Part-Time Employee Benefits
- 14.6 Cash Handling Practices
- 14.7 Food Costs

### **14.1 Program Scope and Operating Efficiency**

#### **CURRENT SITUATION**

The objective of the program is *to safeguard the health and well being of Clay County students by providing standards for school food service so that the relationship between good nutrition and the capacity of students to develop and learn is clearly demonstrated.* The program, with annual revenues of approximately \$5 million, offers lunch meals to students and adults at all the district's campuses. Breakfast meals are served at all the district's elementary schools and two secondary schools.

The base kitchens at 18 of the district's campuses prepare and serve meals at their locations. Ten of these kitchens also prepare and deliver meals to the remaining 11 satellite kitchens where the meals are then served. On the average, the department serves approximately 17,000 lunch meals daily. During the 1996-97 school year, on an average daily basis, 64 percent of the district's 26,600 students participated in the lunch program and six percent participated in the breakfast program.

The district participates in the National School Lunch Program (NSLP) and National Breakfast Program (NBP), which are regulated by the United States Department of Agriculture (USDA). In Florida, the NSLP and NBP programs are administered by the Florida Department of Education, Food and Nutrition Management Section, and the Florida Department of Agriculture, Division of Agriculture and Consumer Services. The district renews its agreements with these state agencies each year to operate the program at the local level. The local responsibility for program administration is shared by the district's board, school principals, and the program.

Approximately 23 percent of the district's students are approved to receive free or reduced meal benefits through the NSLP and NBP. As a participant in these programs, the district receives federal and state reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal income reimbursements, the district also receives USDA food commodities. These food commodities are stored at the district warehouse and a leased cold storage facility.

As illustrated in Exhibit 14-1, the program reported an operating income of \$144,294 in the 1996-97 school year on revenue of \$4.96 million and expenses of \$4.82 million. Net income (after indirect costs and interest income) was \$88,550. Lunch cash payments by district students represented 54.3 percent of program revenue, while another 39.6 percent of revenue was represented federal and state reimbursement income for student breakfast and lunch meals. Salaries and benefit expenses represented 50.3 percent of departmental revenue, while the costs associated with food purchases represented 38.3 percent of departmental revenue.

**EXHIBIT 14-1**  
**PROFIT & LOSS STATEMENTS OF THE**  
**CLAY COUNTY SCHOOL DISTRICT**  
**FOOD SERVICE PROGRAM**  
**1994-95 THROUGH 1996-97**

REVENUE AND EXPENDITURES	1994-95		1995-96		1996-97		PERCENT CHANGE 1994-96
	DOLLARS	PERCENT OF REVENUE	DOLLARS	PERCENT OF REVENUE	DOLLARS	PERCENT OF REVENUE	
<b>REVENUE</b>							
Student lunch meal sales	\$1,798,978	40.9%	\$1,873,583	40.2%	\$2,003,818	40.4%	11.9%
Lunch reimbursement	\$1,581,850	36.1%	\$1,618,885	34.7%	\$1,732,151	34.9%	9.5%
Student a la carte sales	\$555,273	12.7%	\$673,062	14.4%	\$690,505	13.9%	24.4%
Breakfast reimbursement	\$207,263	4.7%	\$242,800	5.2%	\$234,918	4.7%	13.3%
Adult cash sales	\$173,426	4.0%	\$178,249	3.8%	\$194,112	3.9%	11.9%
Student breakfast payments	\$44,940	1.0%	\$46,127	1.0%	\$49,597	1.0%	10.4%
Other (excluding interest)	\$28,450	0.6%	\$27,513	0.6%	\$58,802	1.2%	106.7%
<b>Total Revenue</b>	<b>\$4,382,180</b>	<b>100.0%</b>	<b>\$4,660,219</b>	<b>100.0%</b>	<b>\$4,963,903</b>	<b>100.0%</b>	<b>10.4%</b>
<b>EXPENDITURES</b>							
Food	\$1,538,166	35.1%	\$1,663,811	35.7%	\$1,902,939	38.3%	23.7%
Salaries	\$1,642,694	37.5%	\$1,720,720	36.9%	\$1,831,296	36.9%	11.5%
Benefits	\$583,154	13.3%	\$619,138	13.3%	\$664,375	13.4%	13.9%
Operating supplies	\$133,388	3.0%	\$161,283	3.5%	\$153,601	3.1%	15.2%
Other operating expenses	\$129,704	3.0%	\$125,169	2.7%	\$127,444	2.6%	-1.7%
Capital outlay	\$291,467	6.7%	\$548,797	11.8%	\$139,954	2.8%	-52.0%
<b>Total Expenditures</b>	<b>\$4,318,573</b>	<b>98.5%</b>	<b>\$4,838,918</b>	<b>103.8%</b>	<b>\$4,819,609</b>	<b>97.1%</b>	<b>11.6%</b>
<b>Operating Income/Loss</b>	<b>\$63,607</b>	<b>1.5%</b>	<b>\$(178,699)</b>	<b>(3.8)%</b>	<b>\$144,294</b>	<b>2.9%</b>	<b>126.9%</b>
Less: Indirect cost allocation	\$107,056	2.4%	\$116,895	2.5%	\$156,941	3.2%	46.6%
Add: Interest income	\$93,444	2.1%	\$109,896	2.4%	\$101,197	2.0%	8.3%
<b>NET INCOME/LOSS</b>	<b>\$49,995</b>	<b>1.1%</b>	<b>\$(185,698)</b>	<b>-4.0%</b>	<b>\$88,550</b>	<b>1.8%</b>	<b>77.1%</b>
<b>Unreserved fund balance</b>	<b>\$1,820,981</b>		<b>\$1,775,092</b>		<b>\$1,828,566</b>		

Source: Clay County School District, Food Service Program, 1998.



## **FINDING**

Food Service in the Clay County School District is an efficient, self-supporting program that has established and maintained a strong financial position. The program's financial stability has been maintained despite having no menu price increases in the past five years and having a low percentage of economically needy students relative to other Florida school districts.

As illustrated in Exhibit 14-1, the program's unreserved fund balance has ranged from \$1.78 million to \$1.83 million during the past three years. According to federal regulations, school food service programs are required to limit their net cash resources (unreserved fund balance less the value of inventory) to an amount that does not exceed three months average expenditures. Based on 1996-97 expenditures, the program had excess net cash resources of approximately \$138,000. This is important to note, since the implementation of recommendations to reduce operating costs, without corresponding cost increases, may further increase the excess of the program's net cash resources.

The Director has implemented competitive bidding practices, budgets, and detailed site-based profit/loss statements and cost reports to maintain a strong cost control system. To control departmental labor costs, the Director has implemented staffing guidelines at each district kitchen. The allocation of labor hours is based upon historical and projected average daily meals served. These productivity standards are tailored to the unique circumstances of each location. The use of production and satellite kitchens has further enhanced employee productivity at cafeteria operations.

The high level of the program's operating efficiency may be revealed through recent cost per meal statistics. Based on the *Florida Department of Education's Annual 1995-96 Cost Report*, the program had the lowest average cost per meal of the 19 school food service programs in Florida's Region 2 (Crown region). This illustrates the high degree of operating efficiencies achieved by the program relative to other programs in its region. The results of the 1995-96 cost report is presented in Exhibit 14-2.

A new food service management and accountability system -- Meal Accountability Programs System (MAPS), is being implemented in all school cafeteria operations. The point of service terminals have now been installed and are being used in approximately two-thirds of district cafeterias. The MAPS point of service feature should improve the efficiency and accuracy of breakfast and lunch program records and reports.

**EXHIBIT 14-2**  
**1995-96 ANNUAL REPORT OF FLORIDA CHILD NUTRITION PROGRAMS**  
**REGION 2 AVERAGE COST PER MEAL ANALYSIS**

<b>RANK</b>	<b>SCHOOL DISTRICT</b>	<b>AVERAGE COST PER BREAKFAST MEAL SERVED</b>	<b>AVERAGE COST PER LUNCH MEAL SERVED</b>
<b>1</b>	<b>Clay</b>	<b>\$1.14</b>	<b>\$1.51</b>
2	Baker	\$1.22	\$1.62
3	Citrus	\$1.22	\$1.62
4	Putnam	\$1.25	\$1.67
5	Nassau	\$1.26	\$1.68
6	Flagler	\$1.33	\$1.77
7	Union	\$1.34	\$1.78
8	Columbia	\$1.35	\$1.80
9	Bradford	\$1.36	\$1.80
10	Marion	\$1.37	\$1.82
11	Duval	\$1.38	\$1.83
12	Suwannee	\$1.39	\$1.84
13	Alachua	\$1.39	\$1.86
14	St. Johns	\$1.38	\$1.89
15	Levy	\$1.43	\$1.90
16	Lafayette	\$1.43	\$1.91
17	Hamilton	\$1.44	\$1.91
18	Gilchrist	\$1.49	\$1.98
19	Dixie	\$1.68	\$2.23

Source: *Annual Report of Child Nutrition Programs*, National School Lunch & Breakfast Programs Cost Report 1995-96, Food and Nutrition Management, Florida Department of Education.

## COMMENDATION

**The strong leadership and direction provided by the Director of Food Service, and the commitment and dedication of food service managers and staff, have resulted in a very efficient school food service program.**

According to the April 1995 Monitoring Report, prepared by the Division of Public Schools in the Florida Department of Education, the program was commended for continuing a level of commitment to ensuring the most appropriate education for the children of Clay County. The program also is commended for achieving high operating efficiencies and a sound financial position. Despite these accomplishments, the Director has continued to set higher performance standards to achieve increased operating efficiencies at district kitchens. This strong leadership, coupled with the high degree of ongoing commitment by food service personnel, should provide continued operating efficiencies for the program.

## 14.2 Student Lunch Participation

### CURRENT SITUATION

A breakdown of 1996-97 student lunch participation percentages by school is presented in Exhibit 14-3. This exhibit also provides a breakdown of students approved to receive free or reduced priced lunches at each school. As can be seen, in most cases, the percent of economically needy students shows a positive correlation with the average daily lunch participation percentage.

**EXHIBIT 14-3**  
**STUDENT LUNCH PARTICIPATION**  
**CLAY COUNTY SCHOOL DISTRICT 1996-97**

SCHOOL	AVERAGE DAILY LUNCH PARTICIPATION PERCENTAGE	PERCENT OF ECONOMICALLY NEEDY STUDENTS*
<b>Elementary</b>		
Clay Hill	82%	42%
C. E. Bennett	80%	63%
Doctor's Inlet	76%	36%
McRae	73%	48%
Wilkinson	69%	43%
Grove Park	67%	41%
Lake Asbury	65%	20%
Montclair	65%	30%
W.E. Cherry	64%	33%
S.B. Jennings	63%	42%
Tynes	61%	29%
Patterson	59%	17%
Lakeside	58%	12%
Middleburg	58%	17%
Ridgeview	57%	24%
Fleming Island	55%	8%
Orange Park	55%	6%
Keystone	54%	32%
<b>Middle/Junior High</b>		
Wilkinson	68%	28%
Green Cove Springs	66%	28%
Orange Park	66%	38%
Lakeside	54%	6%
<b>High Schools</b>		
Clay County	65%	18%
Middleburg	65%	16%
Keystone	63%	23%
Orange Park	59%	10%

Source: Clay County School District, Food Service Program, 1997.

\* Percent of total student enrollment by school that is classified as economically needy.

**FINDING**

As illustrated in Exhibit 14-4, the number of free and reduced priced meals served in the Clay County School District represented only 35 percent of the total meals served, compared with a region average of 65 percent. Despite the district's relatively low percentage of economically needy students, the program's 1996-97 average daily student lunch participation was 64 percent.

**EXHIBIT 14-4**  
**FLORIDA CHILD NUTRITION PROGRAMS IN REGION 2**  
**PERCENT OF FREE AND REDUCED MEALS**  
**1996-97 SCHOOL YEAR**

<b>RANK</b>	<b>SCHOOL DISTRICT</b>	<b>PERCENT OF FREE &amp; REDUCED MEALS TO TOTAL MEALS SERVED</b>
1	Alachua	79%
2	Putnam	77%
3	Levy	75%
4	Marion	74%
5	Columbia	71%
6	Dixie	71%
7	Flagler	70%
8	Bradford	70%
9	Duval	69%
10	Gilchrist	69%
11	Hamilton	69%
12	Suwannee	68%
13	Citrus	65%
14	Lafayette	61%
15	Baker	60%
16	Union	59%
17	St. Johns	54%
18	Nassau	47%
19	<b>Clay</b>	<b>35%</b>

Source: Food and Nutrition Management, Florida Department of Education, 1997.

**FINDING**

The relatively high percentage of lunch participation reflects a general level of satisfaction among students with the Clay County School District's lunch program, especially in the high schools. High school student participation is typically much lower than participation among elementary school students. However, high school participation in Clay County high schools is similar to elementary schools. The closed-campus policies, variety of menu choices, and a sufficient number of serving lines in high schools may have contributed to these relatively high levels of participation.

Based on observations during on-site visits to nine campuses, kitchen operations appeared neat and well organized, and food service staff appeared dedicated to

providing quality products and services to students. School principals at these locations expressed a high degree of satisfaction with their lunch programs and with the dedication of their food service staff. Our interviews revealed that few complaints are received in the central office or schools from parents who are dissatisfied with the school lunch program.

## **COMMENDATION**

**The Food Service Director, cafeteria managers, and food service staff are commended for their efforts in achieving a high level of student lunch participation.**

The dedication and commitment of food service staff has resulted in a high level of student participation, especially at secondary schools. These efforts have allowed more students to participate in the school lunch program, despite the districtwide problems of overcrowded cafeterias and extended lunch hours.

### **14.3 Student Breakfast Participation**

## **CURRENT SITUATION**

Student breakfast participation percentages by school are presented in Exhibit 14-5. This exhibit also provides a breakdown of students approved to receive free or reduced priced lunches at each school.

## **FINDING**

Less than 10 percent of the district's elementary school students participate in the school breakfast program, while 64 percent of these students participate in the district's lunch program. As illustrated in Exhibit 14-5, breakfast participation ranged from two to 23 percent among Clay County elementary schools. Green Cove Springs Middle School and Orange Park High School are the only secondary schools in the district that serve breakfast.

The district's breakfast meals are served as part of the national School Breakfast Program (SBP) and qualify for federal reimbursement income. During 1997-98, the district receives a \$0.85 federal reimbursement for each free breakfast meal served and a \$0.55 reimbursement for each reduced priced meal served. In addition, the district also receives state reimbursement for free and reduced priced breakfast meals which is on average about \$0.17. The district also receives \$.20 for each regular paid breakfast meal served.

Unfortunately, less than 25 percent of Clay County students who are approved to receive free breakfast meals at the district's schools offering these meals participate in the program. Further, less than 10 percent of district students approved to receive reduced priced breakfast meals at these schools regularly purchase the reimbursable breakfast. Thus, the Clay County School District is not maximizing its revenue potential from federal reimbursement income.

**EXHIBIT 14-5  
STUDENT BREAKFAST PARTICIPATION  
CLAY COUNTY SCHOOL DISTRICT  
1996-97**

<b>SCHOOL</b>	<b>AVERAGE DAILY BREAKFAST PARTICIPATION PERCENTAGE</b>	<b>PERCENT OF ECONOMICALLY NEEDY STUDENTS*</b>
<b>Elementary</b>		
C. E. Bennett	23%	63%
McRae	21%	48%
S.B. Jennings	18%	42%
Clay Hill	18%	42%
Grove Park	16%	41%
Wilkinson	12%	43%
Patterson	10%	17%
W.E. Cherry	9%	33%
Ridgeview	9%	24%
Doctor's Inlet	7%	36%
Lake Asbury	7%	20%
Middleburg	5%	17%
Montclair	4%	30%
Tynes	4%	29%
Orange Park	4%	6%
Lakeside	4%	12%
Fleming Island	3%	8%
Keystone	2%	32%
<b>Middle/Junior High</b>		
Green Cove Springs	12%	28%
Wilkinson	0%	28%
Orange Park	0%	38%
Lakeside	0%	6%
<b>High Schools</b>		
Clay County	0%	18%
Middleburg	0%	16%
Keystone	0%	23%
Orange Park	8%	10%

Source: Clay County School District, Food Service Program, 1997.

\* Percent of total student enrollment by school that is classified as economically needy.

One of the major factors contributing to low breakfast participation at Clay County elementary schools is bus scheduling. Since Clay County School District busses often arrive only 10 minutes before classes begin, students who ride busses are not provided the opportunity to eat breakfast at school. This situation prevents the majority of the district's elementary school students from participating in the breakfast program. Since the same busses are used for secondary and elementary schools, there is little flexibility in revising current bus schedules to transport elementary school students earlier in the morning.

Research findings support the linkage between the serving of school breakfast and student learning. As a result, principals and food service administrators across the United States are continuing to implement innovative programs to increase student breakfast participation at elementary and secondary schools. These programs include replacing cafeteria lines with mobile carts located in building hallways that serve fast-food grab-and-go quick-serve menu formats. One high school in Georgia reported an increase from 50 to over 750 average daily reimbursable breakfasts. Other programs have used teachers to deliver bag breakfasts to their classrooms and students eat at their desks while listening to morning announcements. A high school in Brownsville, Texas using the breakfast-in-a-bag program reported a 600 percent increase in the number of average daily breakfasts served.

## **RECOMMENDATION**

### **Recommendation 14-1:**

#### **Increase student breakfast participation at Clay County schools.**

School principals should collaborate with food service administrators in building breakfast participation at their schools. This may include revised breakfast period scheduling and/or the incorporation of breakfast meal periods into daily class schedules. The use of bag breakfasts and mobile carts to serve grab-and-go reimbursable breakfasts in convenient building locations may be considered. Short-term price discounting and special breakfast promotions may help to generate more interest in the program. The more supportive and creative school principals are in increasing student breakfast participation, the greater the likelihood of a program's success.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                               |
|---|-------------------------------|
| 1. The Director of Food Service and food service specialists should meet with principals at selected Clay County schools to solicit their ideas and support for the implementation of strategies to increase breakfast participation. | August 1998-<br>December 1998 |
| 2. The Director of Food Service and food service specialists should select specific campuses for the implementation of strategies to increase breakfast participation. The criteria to select schools should be based on the support  | January 1999                  |

and commitment of the principal and the potential for increased participation.

- |  |  |
|--|--|
| 3. The Director of Food Service and food service specialists should develop a detailed plan to implement the new strategies. These plans should be specific to each campus.  | February 1999-<br>July 1999              |
| 4. The Director of Food Service and food service specialists should meet with cafeteria personnel, principals, faculty, and staff at each campus prior to program implementation.  | August 1999                              |
| 5. The Director of Food Service and food service specialists should evaluate the results of the enhancements that have been implemented at each campus and make necessary revisions. If successful, these programs should be expanded to other campuses. | Annually<br>commencing in<br>August 1999 |

## **FISCAL IMPACT**

The successful implementation of the recommendation to increase student breakfast participation by Clay County students should generate an increase in annual departmental revenue, primarily from federal meal reimbursement income. However, since the costs associated with increased breakfast participation are anticipated to offset the revenue generated from cafeteria operations, a break-even financial position is projected.

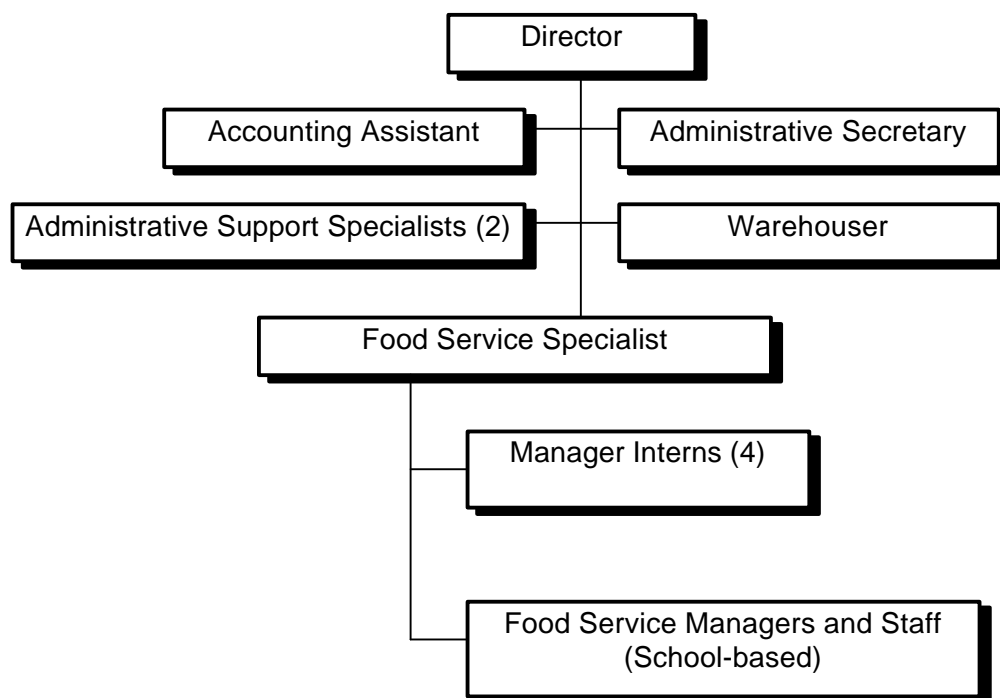
## **14.4 Organization and Staffing**

### **CURRENT SITUATION**

The Director of Food Service is responsible for the activities of the program and reports to the Assistant Superintendent of Business Affairs. As illustrated in the organizational structure in Exhibit 14-6, the program's central office administrative and staff positions include the Director, a food service specialist, an accounting assistant, an administrative secretary, two administrative support specialists, and a warehouse position. Food service positions at the district's 29 cafeterias include 29 managers, four manager interns, five van drivers, and 138 full-time and part-time cafeteria assistants. The district's central office also provides specialized support services to the department in the functional areas of accounts payable and payroll.



**EXHIBIT 14-6  
CLAY COUNTY SCHOOL DISTRICT  
FOOD SERVICE PROGRAM  
CURRENT ORGANIZATIONAL STRUCTURE**



Source: Clay County School District, 1998.

## **FINDING**

The program only has one food service specialist position to provide support and oversight for the district's 29 cafeterias. This situation has been further aggravated by the higher than normal recent turnover of cafeteria managers, many of whom have taken early retirement during the past two years. As a result, the food service specialist has been required to train manager interns to fill these positions. Since this involves on-the-job training, this position has been limited to serving specific cafeteria locations for extended periods of time. This lack of flexibility has further reduced the level of support and oversight of district cafeterias.

Despite the previously discussed accomplishments of Clay County's food service program, interviews, observations, and survey data from MGT's diagnostic review revealed some concerns with respect to the cafeteria dining environment, food quality, and the type/variety of menu choices. The poor appearance and overcrowding of some of the cafeteria dining facilities (previously noted) is a situation that requires immediate attention from district facility planners and school principals. However, food quality or menu choice concerns may be partially attributed to the program's lack of regular, ongoing oversight and support of the district's day-to-day cafeteria operations. Most

visits by the Director and food service specialist to Clay County campuses appear to be based upon the requests of managers rather than routine on-site visits.

Based on observations and interviews at school cafeterias, the following issues appear to be associated with the lack of on-site support and supervision of day-to-day cafeteria operations:

- the merchandising of food on the cafeteria serving lines could be enhanced;
- the program has not implemented many marketing and promotional ideas to increase student participation;
- few formal mechanisms have been established for communication between the program's central office and campuses either internally (cafeteria assistants) or externally (students, parents, principals, teachers, and staff) such as steering committees, newsletters, Youth Advisory Councils, surveys, focus groups, etc.;
- operating practices with respect to menus, food quality, meal portion sizes, service, and sanitation may have inconsistencies between locations; and
- the staffing levels, manager workloads, and satelliting arrangement at some schools need further review and adjustments.

The accounting assistant is a 12-month position in the food service central office. The primary activities for this position include invoice processing, bank statement reconciliation, generation of financial statements and cost information, maintaining inventory records, completing purchase orders, and reconciling year-end program financial information with district information. Based on the activities performed by this position, it appears that these activities are more appropriate for the central accounting office.

Several activities are presently being performed by the program's Administrative Secretary that are more appropriate to the Accounting Assistant position. This includes, but is not limited to, inputting inventory figures from cafeterias, administering insufficient checks, and reviewing daily cash reports. Furthermore, an excessive amount of time is consumed in dealing with insufficient checks for cash meal payments. There were 210 insufficient checks recorded in a recent four-month period, with a number of these checks in amounts as little as \$1.10.

## **RECOMMENDATION**

### **Recommendation 14-2:**

**Enhance the effectiveness and efficiency of central office organization and administration by creating a second food service specialist position, transferring**

**the food service accounting assistant to the district's central office, and establishing a check writing policy for cafeteria meal payments.**

The supervisory responsibility for school locations should be equitably assigned between the two food service specialist positions. Each position should visit their assigned locations every week and should complete detailed on-site performance reviews every three months for each cafeteria. The food service specialists should establish and maintain an open communication channel with school administrators. Efforts should be made to continue to improve the quality of products and services offered at each cafeteria.

In addition to on-site supervision, the food service specialists should divide their responsibilities for other important program activities. These include purchasing, free and reduced meal program, training, marketing/merchandising, communications policies/procedures, kitchen supplies and equipment, computers/technology, etc. The appropriateness of kitchen staffing levels, manager workload, and satellite system arrangements should be further reviewed for improvements. The added level of on-site support and the division of important activities should provide further support for improving the program's effectiveness and efficiency.

One area that should be reviewed is the amount of manual paperwork and cross-checking that continues to be performed on-site and in the central office, despite the continued implementation of the MAPS system. The complete implementation and networking of this system to all school locations should reduce the level of manual paperwork being performed at the schools and in the office. Even prior to networking, data could be saved on floppy disks at the schools and transferred to the computers in the central office. This situation should be reviewed by a food service specialist and efforts should continue to streamline clerical efficiencies.

It is recommended that the accounting assistant position be transferred to the district accounting office. For further information on this matter, please refer to the financial management chapter of this report (Chapter 10). Due to the inefficiencies in dealing with insufficient checks, a check writing policy should be established by the district's accounting office with respect to cafeteria meal payments. It appears that a check minimum (i.e., \$10) should be established.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                     |
|--|---------------------|
| 1. The Director of Food Service and food service specialist should develop a job description and required qualifications for the position.                               | January 1999        |
| 2. The Director of Food Service and food service specialist should develop division of responsibilities and activities to for the two food service specialist positions. | February-April 1999 |
| 3. The district personnel office should advertise the position. The Director should screen applicants and select the most qualified applicants for interviews. The       | May-June 1999       |

Director, food service specialist, and Assistant Superintendent of Business Affairs should interview selected applicants.

4. The new food service specialist should begin. July 1999
5. The Director of Food Service and area food service specialists should work together to improve the quality of products and services provided at school cafeteria operations. Commencing in July 1999
6. The Director should institute a check writing policy (i.e., \$10). July 1999

## **FISCAL IMPACT**

Based on the requirements of the new 12-month food service specialist position, it is assumed that the district can hire a qualified individual at an annual salary of approximately \$35,000. Annual benefit expenses for this salary are estimated to be approximately \$8,890 (\$35,000 x .254), resulting in a first year cost of approximately \$43,900 for the salaries and benefits associated with this new position. Assuming a five percent annual salary increase, the cumulative salary and benefit costs for this position would increase from \$43,900 in 1999-2000 to \$189,200 in 2002-03.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Add Food Service Specialist Position	---	(\$43,900)	(\$43,900)	(\$43,900)	(\$43,900)

## **14.5 Part-Time Employee Benefits**

### **CURRENT SITUATION**

All food service personnel receive the district's full employee benefit package, irrespective of their part-time or full-time employment status. Thus, food service personnel who work 15 hours per week at school kitchens receive the same benefit package as employees scheduled to work 35 hours per week. Approximately 92 percent, or 131, of the district's hourly cafeteria personnel work less than 35 hours per week. Over 50 percent, or 75, of these employees work less than 30 hours per week, while 24 percent or 34, work less than 20 hours per week.

Food service personnel in the private sector rarely receive company benefits unless they are classified in full-time positions. Since most school district positions are classified as full-time, it has been a common practice in school districts across the country to provide a universal benefit package for all district personnel. However, a

food service program is unique from most other district programs and activities in that most food service positions are classified as part-time rather than full-time status.

## **FINDING**

In the 1996-97 school year, the food service employee benefit expenses of \$664,375 represented 36.3 percent of the program's \$1,831,296 in salaries. In comparison, districtwide employee benefit costs average approximately 25.4 percent of salaries. This difference of almost 11 percentage points may be largely attributed to the high percentage of part-time positions in food service relative to the overall district's percentage of part-time positions. Since part-time positions work less hours than full-time positions and all district positions receive similar benefits, the benefit costs associated with part-time positions will represent a higher percentage of salaries than the benefit costs of full-time positions. If the food service program's benefit costs corresponded with the districtwide level of 25.4 percent of salaries, the program would have reported \$465,150 in employee benefit costs in the 1996-97 school year. This is \$199,255 less than the program's reported benefit costs of \$664,375.

Due to the relatively high benefit costs associated with part-time positions in another Florida school district (Lee County), the school board instituted a policy change that now requires district personnel to work a minimum of 30 hours per week (6 hours per day) to qualify for benefits. This policy was imposed on the union and became effective during the 1996-97 school year. The former policy was grandfathered in to protect all current part-time personnel from losing their benefits. However, all new personnel hired following this policy change and scheduled to work less than 30 hours per week (6 hours per day) do not receive district benefits.

The policy change by the school district cited above was similar to that being taken by school boards throughout the country. With the continued escalation of employee benefit costs, public sector administrators continue to look to traditional private sector employment practices for cost reduction initiatives.

## **RECOMMENDATION**

### **Recommendation 14-3:**

**Discontinue providing free employee benefits to positions that are classified as part-time.**

The Board should institute a policy that requires that a position must be classified as full-time to receive free employee benefits. Full-time personnel should be classified as those individuals who work a minimum of 30 hours per week (6 hours per day). The former policy should be grandfathered in to protect current part-time food service personnel from losing their benefits. All new food service personnel hired following this policy change and scheduled to work less than 30 hours per week (6 hours per day) should not receive free benefits.

In conjunction with this policy change, the Director of Food Service should continue to replace full-time positions (6 or more hours per day) with part-time positions (less than 6

hours per day) at all kitchens. This continued shift from full- to part-time positions, coupled with the elimination of benefits for part-time food service personnel, should result in continued annual incremental reductions in the relatively high departmental benefit expenses.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                         |
|--|-------------------------|
| 1. District personnel administrators should develop a proposed change in the personnel benefits policy to reflect the change in benefit qualifications by employment status. | January 1999            |
| 2. District personnel administrators should meet with union representatives to present the proposed changes in the employee benefits policy.                                 | February 1999           |
| 3. The proposed changes should be submitted to the School Board for approval.  | March 1999              |
| 4. The Board should revise the district policy with respect to qualifications to receive benefits.   | April 1999              |
| 5. The revised benefits policy should be formally communicated by the district administration to all district personnel.   | May 1999                |
| 6. All new personnel hired to fill part-time positions should not receive a free benefits package.   | Commencing in July 1999 |

### **FISCAL IMPACT**

The elimination of free benefits for part-time employees should result in a continued reduction to the food service payroll costs beginning in the 1999-2000 school year. However, it is unlikely that the department could achieve the districtwide benefit of the salary percentage of 25.4 percent for several reasons.

- First, the disproportionate number of part-time food service workers (less than 30 hours per week) results in higher cost percentages, especially when compared to the standard full-time (40 hours a week) positions of most other departments. (This is explained under the finding on the previous page).
- Second, since the pay grade of cafeteria assistants is among the lowest in the district, benefits will remain relatively higher as a percentage of salaries.
- Third, the low annual turnover of food service personnel will provide an opportunity for only incremental reductions, as positions

receiving benefits are vacated and filled with new part-time employees that are not eligible for benefits.

Food service benefit costs are estimated to be \$2,660 per year for a food service worker. This is based on annual health insurance costs of \$1,710 per employee and teacher's retirement of \$954 (17.43% of \$7.60 hourly wage of entry-level position for a 4-hour per day employee for 180 days per school year). Assuming a 10 percent annual turnover rate among the estimated 75 part-time food service workers, this would represent an annual cost savings of approximately \$20,000 (75 employees x 10% x \$2,660 in benefit costs per employee).

The annual cost savings should decline in future years, as more employees begin to leave who were hired subsequent to the policy change and did not receive free benefits. As a result, the number of positions vacated by employees receiving benefits is projected to be: eight in 1999-2000; six in 2000-01; four in 2001-02; and two in 2002-03. This translates into additional annual costs savings of \$21,300 (8 x \$2,660); \$16,000 (6 x \$2,660); \$10,600 (4 x \$2,660); and \$5,300 (2 x \$2,660) in the respective years. By 2002-03, all part-time workers should no longer receive benefits and the cumulative annual cost savings is estimated to be \$53,200.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Discontinue Benefits for Part-Time Food Service Workers	---	\$21,300	\$37,300	\$47,900	\$53,200

## **14.6 Cash Handling Practices**

### **CURRENT SITUATION**

Managers were observed counting cash for daily lunch deposits in unlocked kitchen offices with individuals entering and exiting the offices. The back doors to some of these kitchens were also unlocked.

### **FINDING**

Although the Director of Food Service indicated that cafeteria managers have been instructed to lock office doors when counting cash, this procedure has not been formalized or implemented. The relaxed cash handling practices observed at kitchens provides a concern for both employee safety and the protection of district funds.

### **RECOMMENDATION**

#### **Recommendation 14-4:**

**Strengthen the controls to safeguard daily cash receipts in kitchen operations.**

All managers and employees who deal with cash should be trained or retrained on proper cash handling procedures. Food service specialists should incorporate cash handling in the site visitation report and should make sure that proper practices are being followed on each visit to their respective kitchens. Where applicable, curtains or screens should be on office windows and should be closed when cash is being counted. Office doors should be locked when cash is out and cash drawers should be locked when manager or cashier leaves cash in the office.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                          |
|---|--------------------------|
| 1. The Food Service Director and food service specialists should review and revise, if necessary, cash handling documentation in the food service policies/procedures manual. | July 1999                |
| 2. Food service specialists should meet with kitchen managers and other relevant food service personnel to discuss cash handling policies and procedures.                     | August 1999              |
| 3. Improved cash handling policies and procedures should be implemented at all school kitchen operations.   | 1999-2000<br>school year |

#### **FISCAL IMPACT**

The implementation of improved campus cash management practices should improve employee safety while providing better safeguards for district funds.

### **14.7 Food Costs**

#### **CURRENT SITUATION**

The costs associated with food purchases increased by 23.7 percent between the 1994-95 and 1996-97 school years. Most of this increase is not under the direct control of the district. However, departmental operating revenue increased by only 10.4 percent during this same time period. As a result, Exhibit 14-1 indicates that food costs as a percentage of total revenues increased from 35.1 percent to 38.3 percent between 1994-95 and 1996-97.

#### **FINDING**

Operating efficiencies can only provide part of the support for the maintenance of appropriate food cost controls. Without appropriate menu pricing adjustments, food costs, as a percentage of revenue, will continue to increase. The anticipated reduction in the number of vendors competing for business should also be factored into the menu price structure, as the Clay County School District may be forced to pay higher product prices due to less competition among vendors. These situations could result in the



continual erosion of food cost percentages, and subsequent departmental profit margins.

The district's lunch menu prices have not been increased in over five years, despite a continued rise in the market prices of food products. Lunch menu prices in the Clay County School District are among the lowest in the area.

Exhibit 14-7 presents a comparison of Clay County student lunch menu prices and the prices of neighboring Florida school districts. Lunch prices in elementary schools range from \$1.10 in the Putnam County School District and Clay County School District to \$1.50 in Flagler County and Alachua County School Districts, while prices in secondary schools range from \$1.30 in Putnam and Clay Counties to \$2.00 in the Flagler County School District.

**EXHIBIT 14-7  
LUNCH PRICES IN THE CLAY COUNTY SCHOOL DISTRICT  
AND COMPARISON SCHOOL DISTRICTS  
1996-97**

<b>School District</b>	<b>Elementary Schools</b>	<b>Secondary Schools</b>
Flagler	\$1.50	\$2.00
St. John's	\$1.35	\$1.75
Alachua	\$1.50	\$1.65
Baker	\$1.10	\$1.50
Duval	\$1.30	\$1.45
Nassau	\$1.15	\$1.40
Putnam	\$1.10	\$1.30
<b>Clay</b>	<b>\$1.10</b>	<b>\$1.30</b>

Source: *Annual Report of Child Nutrition Programs*, National School Lunch & Breakfast Programs Cost Report 1995-96, Food and Nutrition Management, Florida Department of Education.

## **RECOMMENDATION**

### **Recommendation 14-5:**

**Establish a departmental budgeted food cost standard of 36 percent of revenue, and reduce and maintain departmental food costs to this level.**

The reduction of food costs will require the continued implementation of increased cost controls at Clay County kitchens. To further strengthen cost controls, food service specialists should implement the following at their assigned kitchen locations:

- revise menu items and portion sizes for menu items to reflect departmental food cost standards;
- continue to focus on manager and employee training programs to strengthen food and labor cost controls; and

- increase the level of monitoring and improvement of food portion controls during meal service times at schools. The additional food service specialist position that is proposed will reduce the span of control of these positions. This action should provide more time for each specialist to spend in assigned kitchen operations.

The focus on cost controls will not alone result in the continued improvement in departmental financial performance. Menu prices for both reimbursable and a la carte menu items must be reviewed on an annual basis. Menu prices should be evaluated on an annual basis and adjustments should be made, where appropriate, to keep pace with increasing costs of administration, training, food, labor, and other operating expenses. Pricing strategies may include incremental annual price increases (i.e., 10 cents) that will at least cover the annual increases in departmental operating costs.

**Note:** A specific recommendation to increase menu prices is not being made at this time due to the program's current financial position. As previously noted, the program had excess net cash resources of approximately \$138,000 at the completion of the 1996-97 school year. Strategies to increase revenues without corresponding increases in costs would further increase the excess of the program's net cash resources which is at its limit. However, menu prices should continue to be evaluated on an annual basis and if the program's net cash resources do not exceed their allowable amounts, then menu price increases should be considered.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                          |
|---|--------------------------|
| 1. The Director of Food Service should develop proposed revisions to menu prices (reimbursable and a la carte). This process should occur on an ongoing annual basis.   | May 1998                 |
| 2. The Director of Food Service should review the proposed menu price increases with the Assistant Superintendent of Business Affairs.  | May 1998                 |
| 3. The proposed menu prices should be submitted to the School Board for approval.   | June 1998                |
| 4. The Director of Food Service and food service specialists should work with cafeteria managers to establish food cost percentage standards at each campus. Managers should be recognized for favorable variances from standards, while unfavorable variances should be identified and corrected in a timely manner. | 1998-1999<br>school year |

#### **FISCAL IMPACT**

Assuming no increases in 1996-97 department revenues, a food cost of 36 percent would represent \$1,797,000. This represents a food cost reduction of approximately \$115,900 from 1996-97 levels. The implementation of our recommendations concerning campus food cost percentage standards and menu pricing adjustments

should begin in the 1998-99 school year, with an annual estimated food cost savings of \$115,900.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Reduce Food Costs to 36 Percent of Revenue	\$115,900	\$115,900	\$115,900	\$115,900	\$115,900

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## 15.0 SAFETY AND SECURITY

This chapter discusses the safety and security functions for the Clay County School District in three sections:

- 15.1 Organization and Staffing
- 15.2 Safety
- 15.3 Security

Four questions on MGT's survey of Clay County administrators, principals, and teachers addressed safety and security issues. Overall, teachers differed widely from administrators and principals in their opinions. The first item presented the statement "*Clay County schools are safe and secure from crime.*" Ten (10) percent of administrators, eight percent of principals, and 19 percent of teachers *disagreed* or *strongly disagreed* with this statement. With the second statement, "*Our schools do not effectively handle misbehavior problems,*" seven percent of administrators, three percent of principals, and 35 percent of teachers *agreed* or *strongly agreed*.

With the third statement, "*There is administrative support for controlling student behavior in our schools,*" teachers again differed widely from the other groups – seven percent of administrators and none of the principals *disagreed* or *strongly disagreed*, but 20 percent of teachers did. On the final survey question, the groups were asked to rate the overall law enforcement/security of the district. Thirteen (13) percent of administrators, 17 percent of principals, and 27 percent of teachers indicated that security needed *some* or *major improvement*.

Nonetheless, when these figures are compared with MGT's benchmark database of surveys completed in other school systems around the country, safety and security in the Clay County School District rated better than average. Sixty-eight (68) percent of administrators (polled separately in Clay County as administrators and principals, but combined for national comparisons) around the country *agreed* or *strongly agreed* with the statement "*District schools are safe and secure from crime,*" while 86 percent of Clay administrators did the same. Forty (40) percent of teachers around the country also *agreed* or *strongly agreed* with that same statement while 66 percent of Clay teachers did the same. When rating the district's overall law enforcement/security, 31 percent of administrators nationally said their security needed *some* or *major improvement*; only 16 percent of Clay administrators did the same. Likewise, 32 percent of teachers nationally said their law enforcement/security needed *some* or *major improvement*; only 27 percent of Clay teachers stated the same.

### 15.1 Organization and Staffing

#### CURRENT SITUATION

The duty of district-level safety and security personnel should be to provide specialized services to enhance the health and safety of all members of the school community – students and employees. Safety and security personnel should ensure that all district

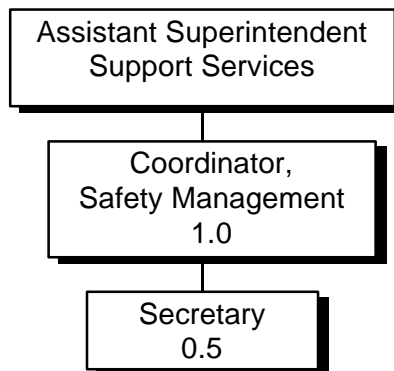
facilities comply with appropriate state and federal regulations and with district policies. Safety and security personnel specifically should facilitate programs for safety training, security, electronic surveillance, facility safety, fire and sanitation inspections, accident investigations, risk elimination and minimization, emergency shelter management, toxic and hazardous waste management, OSHA compliance, and indoor air quality testing.

## **FINDING**

The Office of Safety Management is “dedicated to working hand in hand with every office, department, division and school to provide support and assistance in making the Clay County School District a safe, healthy, secure and inviting environment for students, parents, teachers, support personnel and administrators.”

Exhibit 7-1 shows the current organizational structure for safety and security.

### **EXHIBIT 7-1 CURRENT ORGANIZATIONAL STRUCTURE OFFICE OF SAFETY MANAGEMENT**



Source: Clay County School District, December 1997.

The job tasks performed by the Coordinator of Safety Management include:

- perform a physical inspection of every school against the standards established by the Florida Department of Education S.R.E.F. Chapter 5.5 including:
  - general safety of students, staff, and visitors;
  - classroom and facility security;
  - school or other facilities compliance with the OSHA standards for Hazard Communication and Right-to-Know;
  - review of the school’s evacuation plans for fire and tornado;

- review of student accidents and the inspection of playground equipment; and
  - bus loop and student pickup area evaluation for student safety;
- perform a physical inspection of the existing ancillary facilities belonging to the County School Board against the standards established by the Florida Department of Education S.R.E.F. Chapter 5.5;
- record the results of the inspections and, as necessary, complete follow up inspections for corrective actions;
- serve as the clearing house and records keeper for the Hazard Communication/Right to Know program;
- serve as the Local Education Agency Manager of the Environmental Protection Agency as governed by the Asbestos Hazard Emergency Response Act;
- control the management plans for the Americans with Disabilities Act;
- receive and respond to complaints related to the Americans with Disabilities Act;
- receive and respond to all inquiries and complaints dealing with Indoor Air Quality;
- receive and respond to all inquiries concerning school bus safety complaints;
- generate, update, and maintain security control and emergency contact lists that are distributed throughout the system and to local police and fire fighting departments;
- coordinate and arrange for electronic monitoring systems to be installed and maintained throughout the district;
- coordinate and monitor the live-on campus security guard program;
- maintain and update the emergency procedures manual;
- work with the Director of Purchasing in matters of safety for products purchased for use by school custodial staff;
- manage the Radon Testing Program; and
- work with other central office departments to provide input in matters of safety or security.

Of these tasks, the first two -- completing safety inspections of every district facility -- require a full 4.5 months to complete. Because these inspections are but two of the Coordinator's responsibilities, these inspections are begun in August and completed just in time for the report due to the School Board in March.

The Coordinator of Safety Management\* retired in December 1997. With his retirement, the Coordinator of Custodial Services assumed a new position as Coordinator of Operations which encompasses all the safety and security job responsibilities, as well as his previous position responsibilities. To assist him, the Coordinator of Operations received only a half-time secretarial support position, even though the two merged positions each previously supervised a half-time secretarial position.

## **RECOMMENDATION**

### **Recommendation 15-1:**

**Retain the two half-time positions under the Coordinator of Operations and create one full-time secretarial support position.**

The current realignment will undoubtedly strain an already stretched safety and security operation. Retaining the half-time position would provide for additional support. The combination of the two positions should be closely monitored to ensure that the necessary duties and responsibilities of both positions are being performed appropriately.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent of Support Services should request the combination of the two existing half-time positions into a single full-time position under the Coordinator of Operations for the 1998-99 school year. May 1998
2. The Board should approve the full-time position. June 1998

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation, the two half-time positions already exist.

## **FINDING**

The Coordinator of Safety Management indicated that he spends a large portion of his time investigating indoor air quality complaints. Most of the complaints are either found to have no basis or are of a non-harmful nature. For example, in December 1997, a teacher requested that the Coordinator investigate a smell in her classroom. When he

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\*Note: Throughout this chapter, we will continue to use the position title of Coordinator of Safety Management.

arrived, after five minutes of investigation, he determined the smell to be caused by a sour milk carton inadvertently left in a student desk. The Coordinator stated that, of the last 24 complaints, only one was an indoor air quality concern.

## **RECOMMENDATION**

### **Recommendation 15-2:**

**Require the school safety officer to perform a preliminary investigation on all indoor air quality complaints.**

This preliminary investigation should potentially save a great deal of time for district-level safety personnel, as well as reduce expenses associated with travel, since the school safety officer is on-site.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should inform all principals that school safety officers should provide the first response for all indoor air quality complaints. July 1998

## **FISCAL IMPACT**

There is no cost associated with this recommendation.

## ***15.2 Safety***

### **CURRENT SITUATION**

The best approaches to school district safety are highly proactive. A safe school district will effectively manage its resources and aggressively plan for future situations. Effective management of responsive planning for safety requires accurate and up-to-date information regarding the current and future status of conditions in the district's schools and facilities. Safety inspections must be routine and thorough, procedures must be in place that facilitate quick reporting of emerging safety situations, and the response to identified situations must be prompt.

### **FINDING**

Each school is required to have a Safety Committee. Exhibit 15-2 shows the functions of a school safety committee, as recommended by the Florida Department of Labor and Employment Security.

The purposes of the safety committees, as established by the Clay County School District, are:

- *assisting management in encouraging safety and co-worker participation by conscientiously promoting safety;*



**EXHIBIT 15-2  
FUNCTIONS OF A SCHOOL SAFETY COMMITTEE**

- |    |  |
|----|--|
| I. | FOCUS ATTENTION ON SAFETY ISSUES AND PROMOTES AWARENESS.   |
| A. | Promotes awareness.  |
| 1. | Provide safety orientation to all new employees.   |
| 2. | Assist the site administrator in making formal safety presentations to all employees each grading period.  |
| 3. | Maintain space on a centrally located bulletin board for safety materials provided by the principal's designee or Risk Management.   |
| B. | Focuses attention on safety issues.  |
| 1. | Hold meetings once a month and maintain written minutes of action taken and/or recommended.  |
| 2. | Work interactively with, report, and update the school site regarding safety instruction.  |
| 3. | Make at least one (1) safety inspection of plant facilities and grounds every grading period and maintain inspection reports. The safety officer, with an administrator of your choice from another school, would make the inspections. However, do not use the same person in consecutive grading periods, or you defeat the purpose of obtaining fresh insight into existing hazards.                      |
| 4. | Proactively evaluate each employee and student involved in any serious student accident* to determine the following: (a) how the management system, if at all, contributed to the accident; (b) whether or not an unsafe condition exists requiring correction; (c) what, if any, action the employee committed which contributed to the accident; and (d) what training or correction, if any, is needed.** |
| 5. | Take or recommend action to have unsafe conditions and unsafe acts either removed or brought under control. If this is not possible, communicate it to the Risk Management Department.   |
| II | COORDINATE ALL SAFETY EFFORTS AT THE SCHOOL.   |
| A. | Designate a representative to meet with or to accompany the Safety Officer for inspection purposes.  |
| B. | Assist in the conduct of the emergency drills, in fire and safety inspections of the site and in obtaining the essential information for the presentation and of any required reports. You could ask the fire department, the one responding to the facility, to participate in your quarterly fire drills. Additionally, you could ask them to do the following:  |
| 1. | Review your facility's layout, hazardous operations and storage areas, and fire protection levels.   |
| 2. | Assist in developing a "data packet," which includes such data as a plot plan of the property, the facility's construction, contents, fire protection levels, utility shut-off valves, liaison to the fire department, and any other data vital to the fire department personnel in controlling any fire emergency.  |
| C. | Coordinate with law enforcement agencies and other youth-serving agencies. You could provide information to the law enforcement agencies similar to items B (1) and B (2) above, i.e., facility layout and data packet. This information would assist in responding to emergencies, such as hostage situations.  |
| D. | Appoint contact person to coordinate and provide for safety and right-to-know training.  |
| E. | Provide a written list of the Safety committee membership and name of contact person to Risk Management by September of each year.   |

Source: State of Florida, Department of Labor and Employment Security, 1996

\* Serious student accident - one which will probably require the services of a licensed physician. This definition specifically means actual or suspected concussions, broken bones, or other potential liability cases

\*\* This evaluation should include the employee meeting with the site safety committee: (1) to obtain his/her version of the accident, (2) to ask the employee what he/she could have done to prevent the accident, (3) to ask the employee what the school administrators could do to prevent future incidents, and (4) to determine whether or not a known written safety rule was violated. After the employee has left the meeting, the committee should decide on whether or not the accident was preventable and recommend corrective actions, if any, to the principal. Note: the meeting with the employee should not be fault finding or, in any sense, employee harassment.

- *reviewing and updating workplace safety rules based on reviewing accident reports, investigations, inspection reports and hazard reports made concerning unsafe conditions for that work area;*
- *monitoring safety training and education to assure it is done, is effective, and is documented; and*
- *soliciting suggestions on how to improve and promote safety in the workplace.*

*Source: 1993 Clay County School District memo, sent to all principals and department heads.*

The Clay County School District's central office recommended that School Safety Committees meet quarterly. In discussions with school personnel, all indicated they did indeed have a school Safety Committee. Reported meeting frequencies ranged from quarterly to "as needed."

School personnel indicated that the primary function for their School Safety Committee is to review injury reports. Some indicated that they review potential safety hazards reported by school staff. None of the personnel indicated that their committee or designee conducts any safety inspections.

Implementation of school safety committees is not monitored at the district level. Copies of meeting minutes are supposed to be submitted to the Coordinator of Safety Management, but he reported that not all schools do so.

Although a safety committee exists for the central office facilities, there is no district-level committee which reviews overall safety concerns. The District Risk Management Committee occasionally addresses safety issues, but primarily only focuses on safety issues as they relate to potential fiscal liability for the district. The District Risk Management Committee is composed of representatives from:

- custodial services
- transportation
- food services
- central office
- maintenance
- school principals
- safety management

The committee meets quarterly and one of its current tasks is the revision of the student accident reporting form.

During school visits, a number of safety issues were identified that were apparently not being addressed by any committee or individual. These issues included:

- cleaning chemical storage in either unlocked or unsecured areas;
- custodial chemicals left unattended on a cart;

- students who have to cross a street to go to gym classes (at one school);
- poorly lighted walkways;
- custodial closets without information describing proper chemical handling;
- lack of paper towels in restrooms;
- OSHA posters covered by other notices;
- science chemicals properly stored in locked cabinets but in unlocked, unsupervised classroom;
- student pathways that are unprotected from the elements;
- lack of handicapped access to some buildings;
- covered walkways in poor repair; and
- one school allocated 1.6 FTE health nurses while another school had to obtain grant funding for a health nurse position.

## **RECOMMENDATION**

### **Recommendation 15-3:**

#### **Require School Safety Committees to take a more proactive safety stance.**

School Safety Committees should be the first line in a proactive safety posture. These committees should meet more frequently (perhaps monthly) and should, over the course of the school year, systematically review safety issues with every portion of the school campus. Safety officers should conduct inspections beyond that performed by the Coordinator of Safety Management to ensure that every potential hazard is identified. The Coordinator of Safety Management should receive copies of all meeting minutes and should review them to determine areas where personnel from outside the school can provide assistance as needed.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Superintendent should direct the Coordinator of Safety Management to develop new guidelines for school safety committees. | June 1998      |
| 2. The Superintendent should review and approve the new guidelines.  | July 1998      |
| 3. The Coordinator of Safety Management should distribute the new guidelines for School Safety Committees.                       | September 1998 |

- |  |                        |
|--|------------------------|
| 4. The Coordinator of Safety Management should review all School Safety Committee minutes as they are submitted. | 1998-99<br>school year |
|--|------------------------|

### **FISCAL IMPACT**

There is no cost associated with this recommendation.

### **FINDING**

The Coordinator of Safety Management annually inspects every district facility for compliance with Florida Department of Education S.R.E.F. Chapter 5.5. Each inspection is recorded on a form with three levels of deficiencies:

- those that can be corrected by custodial staff;
- those that can be corrected by the maintenance department; and
- those that require budget funding in order to be corrected.

For those items that can be corrected by either the custodial or maintenance department staff, a deadline is set for the correction. Deficiencies corrected by custodial staff are verified by the school safety officer and are sometimes spot-checked by the Coordinator of Safety Management. Deficiencies corrected by maintenance department staff are re-inspected the following year by the Coordinator of Safety Management.

For deficiencies that require additional funding to correct, no deadline is set. The correction of these items is left to central office to provide through the approval of the necessary funding.

### **RECOMMENDATION**

#### **Recommendation 15-4:**

**Require safety inspection deficiencies corrected by the maintenance department to be verified by the school safety officer.**

With the current re-inspection process, it is possible that a lesser deficiency would be inspected twice (once by the school safety officer and once by the Coordinator of Safety Management), while a mid-level deficiency would be inspected only once (by the Coordinator of Safety Management). Moreover, mid-level deficiencies are not re-inspected until the following inspection the next school year.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                        |
|---|------------------------|
| 1. The Coordinator of Safety Management should inform all school safety officers that they must re-inspect mid-level deficiencies as well as lesser ones. | August 1998            |
| 2. The Coordinator should re-inspect all deficiencies during the next inspection.   | 1998-99<br>school year |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

## **FINDING**

The school district has interlocal agreements with the county fire department to conduct fire safety inspections. Fire marshalls conduct annual inspections of each facility and provide reports to the Office of Safety Management. These inspections are done at no cost to the school system. This arrangement is in its second year; prior to that time a school system employee was certified to conduct fire safety inspections.

The school district also has an agreement with the local county health department to conduct monthly inspections of school cafeterias. These inspections are also conducted without charge to the school district.

## **COMMENDATIONS**

**The Clay County School District is commended for developing interlocal agreements with the fire department to conduct free facility fire safety inspections, thereby freeing the responsibility and cost of a school district employee.**

**The Clay County School District is commended for developing interlocal agreements with the county health department to conduct inspections of the cafeterias, supporting the health safety of Clay County students and employees.**

## **FINDING**

In 1996, the Clay County School District conducted a five-year strategic planning process that encompassed nine areas: environment/safety, finance/funding, human resources, attendance boundaries, technology, facilities, break-the-mold, program and organizational delivery/efficiency, and curriculum (also see Chapter 4). A committee of 13, facilitated by the Coordinator of Safety Management, was convened to study Clay County's environment/safety. The committee was comprised of a broadly representative sample of district stakeholders:

■ military	3
■ business	2
■ parent	12
■ district employee	5*

*\*some members fell into multiple categories*

The action team began with the strategy statement, "We will ensure a safe, secure, healthy, inviting, and efficient environment for all students, school personnel, and public." As a result of eight meetings, the environment/safety action team developed three action plans: one focusing on "safety" and "security;" one focusing on "healthy;" and, one focusing on "inviting." Exhibit 15-3 provides a summary of each of the resulting action plans.

These recommendations were rejected by the Superintendent and School Board in March 1997, except for action steps one and two under Task 1.3 --- the provision of additional custodial staff to produce a more inviting environment. Personnel associated with the strategic planning process indicated that their work was largely "ignored." Although the committee provided documentation and the rationale for each recommended task, no rationale was provided for rejection of each recommended task. It was suggested that, because of the limited time provided to each strategic planning committee to present their findings and recommendations, actions may have been taken without full, careful consideration.

## **RECOMMENDATION**

### **Recommendation 15-5:**

**Review more thoroughly several of the recommendations made by the environment/safety strategic planning committee.**

Several of the recommendations made by the environment/safety strategic planning committee seem reasonable safety precautions. MGT has reviewed the report of the committee and we believe these recommendations are worthy of further consideration:

- I.D. badges for employees;
- fencing of all elementary school campuses;
- realign custodial services; and
- conduct an air quality study at Tynes Elementary and Ridgeview Elementary.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Superintendent should appoint an action officer to review specific recommendations made by the environment/ safety strategic planning committee to assess both their necessity and feasibility. | July 1998      |
| 2. The action officer should develop background materials for the recommendations which should be reconsidered by the Strategic Planning Steering Committee (See Chapter 4).                           | September 1998 |
| 3. Identified recommendations should be reconsidered and, as appropriate, should be submitted to the Board for reconsideration.  | October 1998   |

## **FISCAL IMPACT**

There is no cost associated with this recommendation.

**EXHIBIT 15-3**  
**1996 ENVIRONMENT/SAFETY STRATEGIC PLANNING ACTION PLANS FOR CLAY COUNTY SCHOOLS**

<b>DESIRED RESULT</b>	<b>ACTION STEPS</b>
1.1 Provide a safe and secure environment for students, school personnel, and the public.	<ol style="list-style-type: none"> <li>1. Produce color, photo ID badges for all employees and badges for visitors.</li> <li>2. Fence all elementary school campuses to direct visitors to the main office for sign-in and ID badges.</li> <li>3. Provide on-campus security guard for all elementary schools with specific job duties under the supervision of one person beginning with elementary schools.</li> </ol>
1.2 Provide a healthier environment for students, school personnel, and the public.	<ol style="list-style-type: none"> <li>1. Increase by one employee the personnel needed to properly clean, maintain, and perform preventative maintenance on the existing air handling units located in all School Board-owned buildings.</li> <li>2. Request additional funding to conduct a one year study at Tynes Elementary and Ridgeview Elementary Schools to determine the additional cost of continuous heating and cooling operations which will improve the indoor air quality inside School Board-owned buildings.</li> <li>3. Begin replacing carpet with vinyl tile flooring whenever and wherever practical.</li> <li>4. Realign custodial services, giving more centralized supervision and training to the Coordinator of Custodial Services.</li> </ol>
1.3 An inviting environment may be achieved at all schools by improving the appearance of the grounds, the buildings, and the visitor reception area. The classrooms in elementary schools can be made more inviting through proper decoration, and the removal of unnecessary materials and previously used items.	<ol style="list-style-type: none"> <li>1. Maintain the grounds and parking lots in clean, manicured condition by proper landscaping with flowers, shrubs, and trees.</li> <li>2. Clean and paint buildings, exterior and interior, on a regular basis, never allowing them to appear in a neglected state of care.</li> <li>3. Visitor Reception Area: This area should be the showplace of the school, staffed with smiling, friendly, and courteous greeters. Recommend that each school built or remodeled in the future have this area decorated and furnished by a professional in the field working with the school principal.</li> <li>4. Elementary school classrooms should be attractively decorated in keeping with the current theme or holiday. Principals should not allow teachers to use the classroom as a storage area for materials not currently in use.</li> </ol>

Source: *Strategic Planning, 1997-2002*, Clay County School District.

## **FINDING**

During site visits, it was observed that all of the portable classrooms on the 10 campuses are wired into the fire alarm system. All portables visited also had readily available fire extinguishers.

## **COMMENDATION**

**The Clay County School District is commended for provided extensively for fire safety in its large number of portable classrooms.**

## **15.3 Security**

### **CURRENT SITUATION**

The task of establishing a secure environment in which teachers can teach and students can learn requires comprehensive planning and appropriate policies and programs that address the needs of both the district and the unique situation of each school within the district. In a secure district, schools are made aware of potential security hazards and have mechanisms to respond as necessary. Schools are individually proactive about making their campuses secure from the threat of violence or abduction from adults. Schools are also proactive about keeping their students secure from the threat of violence from other students. In all of their efforts, schools are supported by a central office which takes security seriously.

## **FINDING**

Goal 5 of the School Improvement Process is school safety and environment. To reach the goal, schools and communities “must provide an environment that is drug free and protects the health, safety, and civil rights of everyone in the school.” Exhibit 15-4 displays the reported incidents for Clay County and the state for 1995-96. Bearing in mind that Clay County School District constitutes 1.14 percent of the state’s student population:

- Overall, Clay County School District had a much lower percentage of incidents than its student body size would suggest. With 1.14 percent of the total student body, Clay County had just 0.24 percent of all incidents.
- In only one category was the percentage of incidents higher than the student percentage. In that category, sexual harassment, Clay County recorded 1.93 percent of incidents statewide.

## **COMMENDATION**

**The Clay County School District is commended for achieving a lower than expected number of school incidents.**



## RECOMMENDATION

### Recommendation 15-6:

**Review all sexual harassment incident reports to determine the best method to reduce sexual harassment in the district.**

While 47 sexual harassment incidents in a school year is not cause for significant concern, the fact that, on a percentage basis, the number of incidents is higher than would be expected in a school district of Clay County's size is reason for concern. Reviewing the incident reports would provide valuable insight into the types of sexual harassment in the district and would point to steps the district can take to reduce sexual harassment.

### EXHIBIT 15-4 1995-96 SCHOOL INCIDENTS

INCIDENT	CLAY COUNTY	STATE	% OF STATE
Alcohol	6	1,358	0.44
Arson	-	331	0.00
Battery	20	14,826	0.13
Breaking and Entering	1	2,225	0.04
Disorderly Conduct	36	97,579	0.04
Drugs, Excluding Alcohol	31	4,974	0.62
Fighting	222	73,797	0.30
Homicide	-	3	0.00
Kidnapping	-	23	0.00
Larceny/Theft	27	9,595	0.28
Motor Vehicle Theft	-	340	0.00
Robbery	1	612	0.16
Sex Offenses	11	1,490	0.74
Sexual Battery	-	173	0.00
<b>Sexual Harassment</b>	<b>47</b>	<b>2,437</b>	<b>1.93</b>
Threat/Intimidation	27	9,774	0.28
Tobacco	152	21,339	0.71
Trespassing	-	1,631	0.00
Vandalism	7	8,124	0.09
Weapons Possession	22	4,455	0.49
Unclassified Offenses	13	8,591	0.15
<b>TOTAL</b>	<b>623</b>	<b>263,677</b>	<b>0.24</b>

Source: Orange Park High School, School Advisory Council Report, 1995-96.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |              |
|---|--------------|
| 1. The Superintendent should direct the Coordinator of Safety Management to review all of the sexual harassment incident reports to discern any trends or patterns. | August 1998  |
| 2. The Coordinator should develop a profile of the most common types of sexual harassment and submit it to the Superintendent.                                      | August 1998  |
| 3. The Superintendent should develop methods to reduce sexual harassment in schools and present it to the school principals.  | October 1998 |
| 4. The Coordinator should annually review district incidents as a percentage of school incidents statewide to identify further areas for improvement.               | Annually     |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation.

## **FINDING**

Clay County School District has a current contract with Wackenhut Corporation to provide on-campus security guards during long holidays (mainly Christmas and Spring Break). In 1996-97, the district paid \$15,000 for these services.

## **COMMENDATION**

**The Clay County School District is commended for outsourcing its seasonal need for supplemental security to a private firm.**

## **FINDING**

Only one school which was visited used, as a visitor pass, an article that could not easily be duplicated. This pass was created in color with a picture of the school mascot. However, in all cases visitor passes were easily obtained at the front desk. The MGT safety and security consultant was never asked for identification, nor was the consultant supervised while taking a visitor pass. It would have been a simple matter to obtain several passes at once. Moreover, there were no procedures at any school to verify that all visitor badges were returned.

## **RECOMMENDATION**

### **Recommendation 15-7:**

**Establish visitor procedures and badges that promote greater security.**

Each school's visitor badges should be sequentially numbered and created in such a manner that they cannot be easily duplicated. Each visitor to the school should be required to provide a form of identification and should then sign a log noting the badge number. Badges at the school should be maintained in an area not easily accessible to the general public.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                        |
|---|------------------------|
| 1. The Superintendent should assign the Coordinator of Safety Management the duty of developing guidelines regarding visitor badges for the schools to follow.                            | July 1998              |
| 2. All schools should submit a sample of their proposed new visitor badge to the Coordinator for approval.  | August 1998            |
| 3. The Coordinator should distribute new guidelines regarding campus visitors to all schools. The policy should stress the importance of identification of visitors for security reasons. | August 1998            |
| 4. Periodic checks should be made by the Coordinator to ensure that schools are using the new badges and following appropriate visitor procedures.  | 1998-99<br>school year |

#### **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation; badges can be created using office supply materials.

#### **FINDING**

In general, inadequate provisions have been made at most Clay County schools to deter unauthorized visitors. During site visits, the MGT consultant was able to walk about freely on all campuses without being challenged by anyone, except at Clay High School, where the consultant was almost immediately questioned by a school administrator. At the other nine schools, the consultant wandered about freely for as much as 15 minutes, passing custodial staff, teachers, students, and volunteers.

Although it could not be substantiated, an allegation was made that an unauthorized male was discovered in the girls bathroom at an elementary school within the last two years. The man was found hiding in a bathroom stall by a custodian. The man was asked to leave campus and no police report was made.

#### **RECOMMENDATION**

##### **Recommendation 15-8:**

**Require each school principal to regularly distribute security information to school employees.**

In general, the level of emphasis on school security regarded unauthorized visitors is low at almost all Clay County schools. Requiring the principal to regularly distribute security information (such as recent break-ins or thefts in the area) should serve to raise the awareness of the need to protect campuses from intruders. The Coordinator of Safety Management could assist in this area by providing districtwide bulletins to which the principal could add school-specific information.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |           |
|--|-----------|
| 1. The Superintendent should direct all principals to regularly distribute information on school security to all employees.                              | July 1998 |
| 2. The Superintendent should direct the Coordinator of Safety Management to regularly distribute districtwide security information to school principals. | July 1998 |

### **FISCAL IMPACT**

There is no cost associated with this recommendation.

### **FINDING**

Most of the school campuses visited showed signs of a lack of attention to general security issues. These issues include:

- multiple vehicle access points to school parking lots -- in some cases, someone would be able to drive unhindered to within 15 feet of the door of a portable classroom;
- not requiring parking decals, either for students or employees -- none of the schools appeared to have assigned parking spaces;
- stairwells with open access from the outside -- no doors or gates prevent unauthorized access after hours. These stairwells provide a convenient hiding spot beneath them;
- elementary and middle schools with joined campuses without any traffic control, such as a fence, between them;
- locker rooms with multiple access points;
- campuses not completely fenced; and
- cafeterias open before school to provide students with a place to hang out, but no adult supervision is provided.

When some of these security threats were pointed out to school personnel, most responses were relatively unconcerned. The general attitude was that nothing bad had happened in the past, so the school must be secure.

## **RECOMMENDATION**

### **Recommendation 15-9:**

#### **Require each school to complete a security threat assessment of its campus.**

Each School Safety Committee should complete a security threat assessment, under the guidance of the Coordinator of Safety Management. Each assessment should include a sliding scale rating of various security issues, such as ease of campus intrusion on foot, ease of campus intrusion by vehicle, number of accessible hiding spots for intruders, etc. Each assessment should then include ideas for reducing security risks which should be considered by the School Advisory Committee.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should direct each principal to complete a security threat assessment of its campus. September 1998
2. The results of each assessment should be communicated to the Coordinator of Safety Management and the School Advisory Committee. May 1999

## **FISCAL IMPACT**

There is no cost associated with this recommendation.

## **FINDING**

The central office of Clay County Schools has several access points that are unlocked during business hours. Moreover, the main entrance is sometimes left unattended during business hours, such as when the office assistant delivers an item to another office in the building, or is on break. No provisions are made to identify authorized visitors with name tags nor are visitors required to sign in or identify their intended destinations. After hours, none of the central office area is electronically monitored.

During visits to the information services building behind the central office, the MGT consultant was able to enter unobserved. The consultant then waited in the reception area for more than 10 minutes before seeking someone to provide assistance. During this time, several items of computer equipment were left unattended.

Other Clay County School District buildings around the central office also have several access points that are unlocked during business hours. While Clay County staff were observant and offered assistance to the MGT consultant in finding a particular office, they, in fact, had no way of knowing whether the consultant was an authorized visitor because there is no visitor identification system.

## **RECOMMENDATION**

### **Recommendation 15-10:**

**Implement a visitor identification system for use in all of the central office buildings.**

This will be a first step in making the central office buildings safer. The person monitoring the desk at the main reception area should be responsible for asking visitors to sign in and wear identification bags. The reception desk should be monitored at all times.

### **IMPLEMENTATION STRATEGIES AND TIME LINE**

- |  |             |
|--|-------------|
| 1. The Superintendent should direct the Coordinator of Safety Management to develop a sign in and visitor identification tag system for the central office building. | June 1998   |
| 2. The Coordinator of Safety Management should implement the new sign in and visitor identification tag system for all the central office buildings.                 | August 1998 |

### **FISCAL IMPACT**

This recommendation can be implemented with existing resources.

### **FINDING**

Twelve (12) of the schools in Clay County School District have a security guard who lives on campus. Typically, the security guard is either a school employee or employee of the sheriff department. While all school and sheriff employees undergo background checks as a condition of their employment, there is one instance of a live-on security guard who is neither a school or sheriff employee. This guard was not given a background check prior to moving onto the school campus and has not received one since.

Security guards live in a mobile home on campus. The guard is not salaried by the district, but receives free utilities, excluding telephone, for his residence. Based on an estimate submitted by the Coordinator of Safety Management during the 1996 strategic planning process, this costs the district approximately \$75,600 per year. Another estimate, provided by district financial personnel, calculated that the program costs the district \$30,000 per year.

The principal makes the final decision on hiring campus security personnel who live on campus. However, it was noted by several individuals that the placement of sheriff personnel has not had the best results. Sheriff personnel often work shifts that keep them off campus during the night. Several other guards have to moonlight in order to make ends meet financially – this also keeps them away from campus. Finally, it was noted by several district personnel that sheriff personnel have no sense of belonging to

the school system. Overall, sheriff personnel were considered to be less preferable to school district employees, particularly custodians.

No district guidelines are provided to schools with live-on security regarding how the performance expectations of the security. Some principals require that their security person make certain checks at certain times, while others indicated that their requirement was nothing more than living on campus. In one case, it was noted that, since the vacancy of a security person living on campus, vandalism has actually decreased.

## **RECOMMENDATION**

### **Recommendation 15-11:**

#### **Eliminate security guards who live on campus.**

While district personnel did indicate that eliminating these positions through attrition has been considered, there is no reason for a program that seems without positive results to continue for the convenience of the live-on security guards.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should inform all live-on security guards that the program will be discontinued effective January 1999. June 1998

## **FISCAL IMPACT**

Because two very different estimates were obtained, a midpoint of \$52,800 is used. The midpoint includes the range of savings between 30,000 and \$75,600.

<b>Recommendation</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>	<b>2002-03</b>
Eliminate the Security Guard Program	\$26,400	\$52,800	\$52,800	\$52,800	\$52,800

## **FINDING**

There is inconsistent implementation of discipline programs among the Clay County schools. For example, some schools use paddling as a disciplinary measure; others do not. Some schools maintain a tardy area -- students who are late to class must report there for the entire class period; others do not. Several parents provided examples where they felt that their child was singled out for unreasonable punishment. In one case, an above average student received a "0" on an exam because she forget to bring in a required text. The student was not allowed a chance to make up the exam or complete other work and subsequently received a "D" for the course. In another case, a student was given out-of-school suspension for excessive tardiness – the parent

contends that other schools in Clay County would not handle the situation in the same manner.

A review of the Student Code of Conduct and student handbooks for several Clay County schools revealed much the same wording regarding discipline issues. Inconsistent discipline is not the result of differing policies among the schools, but rather differing interpretations among the school principals. In this situation, the Superintendent should provide guidance in leading the principals to a more consistent interpretation of discipline measures.

## **RECOMMENDATION**

### **Recommendation 15-12:**

#### **Promote consistent implementation of discipline programs at individual schools.**

Inconsistent implementation of discipline programs will undermine the effectiveness of all efforts to maintain student discipline. It is thus extremely important that school principals ensure that teachers and staff are consistently implementing established discipline measures. Moreover, the Superintendent should provide guidance as to what are appropriate disciplinary measures for misbehavior.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |               |
|---|---------------|
| 1. The Superintendent should conduct a survey of all teachers in the district to determine the extent to which discipline measures are inconsistently implemented in schools. | October 1998  |
| 2. The Superintendent should review the feedback received from the survey.  | November 1998 |
| 3. The Superintendent should meet with the principals of those schools where discipline is used in a manner inconsistent with other schools in the district.                  | January 1999  |
| 4. The Superintendent should develop guidelines for what disciplinary measures are appropriate for student misbehavior.   | February 1999 |
| 5. The guidelines should be included in the Student Code of Conduct.  | Spring 1999   |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation. It can be accomplished with existing resources.

## **FINDING**

School Board Policy 4.13 K (page IV-27) states that "The principal shall provide for the safety of pupils. The organization of school patrols shall be encouraged as a valuable aid to safety on and around school grounds."



In some schools, every employee has an assigned duty station during class changes. Teachers are required to stand at the door to their classroom and to monitor hall activities. Other school employees have assigned areas during class changes. Teachers without assignment during a period have assigned roaming areas. Some schools have golf carts to facilitate school patrols.

However, this was not the case at several Clay County schools. Most did not require teachers to monitor hall activity during class changes. Most did not have a formal patrolling policy between and during classes.

It was noted by some high school students that they felt that they were not trusted. They noted that some existing control mechanisms were belittling, punishing all for the sake of a few misbehaving students.

## **RECOMMENDATION**

### **Recommendation 15-13:**

#### **Promote consistent implementation of control mechanisms at individual schools.**

Some Clay County schools are taking a proactive approach to controlling disruptive student behavior before it starts. Other Clay County schools would be well-served to examine how these schools are operating. In addition, the Superintendent should provide guidance as to what are appropriate control mechanisms so that schools do not become overly controlling.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |             |
|--|-------------|
| 1. The Superintendent should facilitate an exchange among principals at each level on methods employed to control student behavior.  | July 1998   |
| 2. The Superintendent should review the control mechanisms in place at each school.  | July 1998   |
| 3. Where appropriate, the Superintendent should meet with the principals of the those schools where control mechanisms are too stringent and discuss other methods for achieving the same end. | August 1999 |

## **FISCAL IMPACT**

There is no fiscal impact associated with this recommendation, it can be accomplished with existing resources.

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## 16.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the Clay County School District, the MGT team developed about 150 recommendations for this report. About 40 of the recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified cost savings are incremental and cumulative.**

MGT identified total gross savings of almost \$13.4 million that could be realized by the Clay County School District over the next five years (school years 1998-99 to 2002-03) if the recommendations are implemented. The recommendations include investment opportunities of \$287,931 in fiscal 1999 and total investment opportunities of \$1.6 million over the next five years.

As shown below, and in detail in Exhibit 16-2, full implementation of the recommendations in this report could produce net savings of nearly \$1.6 million in the next year. The Clay County School District could achieve total net savings of over \$11.6 million by the 2002-03 school year if all recommendations are implemented.

**EXHIBIT 16-1  
SUMMARY OF NET SAVINGS**

Year Savings Begin		Total
1998-1999	Initial Annual Net Savings	\$1,542,843
1999-2000	Annual Net Savings	\$2,308,005
2000-2001	Annual Net Saving	\$2,500,005
2001-2002	Annual Net Savings	\$2,671,605
2002-2003	Annual Net Savings	\$2,737,905
	One-Time (Cost) Savings	(\$137,350)
<b>TOTAL NET SAVINGS PROJECTED FOR 1998-2003</b>		<b>\$11,623,013</b>

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency and effectiveness of the district are contained in Chapters 4 through 15.

Implementation strategies, timelines and fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation identifies specific actions to be taken. Some recommendations should be implemented immediately, some over the next year or two and others over several years.

MGT recommends that the School Board ask Clay County administrators to give each of these recommendations their most serious consideration, develop a plan to proceed with their implementation, and a system to monitor subsequent progress.

**EXHIBIT 16-2**  
**SUMMARY OF POTENTIAL SAVINGS AND COSTS IN CLAY COUNTY**

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue				
		1998-1999	1999-2000	2000-01	2001-02	2003-2003
<b>Chapter 4: District Organization and Management</b>						
4-5	Reduce Hard Copies of Policy Manual (p. 4-14)	\$0	\$160	\$160	\$160	\$160
4-11	Reduce Teachers on Assignment (p.4-27)	\$175,370	\$350,740	\$350,740	\$350,740	\$350,740
4-13	Reduce Assistant Principals (p.4-34)	\$195,624	\$456,456	\$456,456	\$456,456	\$456,456
<b>Chapter 5: Educational Service Delivery</b>						
5-2	Modify Division of Instruction (p.5-6)	(\$61,100)	(\$61,100)	(\$61,100)	(\$61,100)	(\$61,100)
5-9	Reorganize ESE Department (p.5-30)	\$195,000	\$195,000	\$195,000	\$195,000	\$195,000
5-10	Expand Medicaid Reimbursement (p.5-32)	\$101,000	\$285,000	\$385,000	\$485,000	\$485,000
5-11	Hire Hearing Officer (p.5-33)	(\$38,900)	(\$38,900)	(\$38,900)	(\$38,900)	(\$38,900)
5-12	Modify Printing Operation (p.5-38)	\$42,000	\$42,000	\$42,000	\$42,000	\$42,000
<b>Chapter 6: Personnel Management</b>						
6-2	Eliminate Position of Supervisor (p.6-8)	\$78,132	\$78,132	\$78,132	\$78,132	\$78,132
6-3	Eliminate Two Personnel Assistants (p.6-9)	\$67,604	\$67,604	\$67,604	\$67,604	\$67,604
6-7	Increase Recruitment Budget (6-15)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)	(\$5,000)
<b>Chapter 7: Community Involvement</b>						
7-5	Reclassify Community Relations Specialist (7-11)	(\$5,251)	(\$5,251)	(\$5,251)	(\$5,251)	(\$5,251)
7-7	Eliminate Outside Consultant (p.7-13)	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500
7-8	Resume Bi-monthly Publication (p.7-13)	(\$9,600)	(\$9,600)	(\$9,600)	(\$9,600)	(\$9,600)
7-12	Create Newcomer Package (p.7-17)					
7-18	Create Volunteer Coordinator (p.7-33)	\$23,000	\$23,000	\$23,000	\$23,000	\$23,000
7-21	Create Executive Director of Foundation (p.7-39)	(\$25,080)	\$14,920	\$14,920	\$14,920	\$14,920
7-22	Augment Business Partnerships (p.7-45)	\$7,500	\$15,000	\$15,000	\$15,000	\$15,000
<b>Chapter 8: Facilities Use and Management</b>						
8-1	Reorganize Facility Management Functions (p.8-4)	(\$115,000)	(\$138,000)	(\$138,000)	(\$138,000)	(\$138,000)
8-3	Restructure Direct Purchase Program (p.8-14)	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000
8-5	Eliminate Coordinator's Position (p.8-17)	\$61,000	\$61,000	\$61,000	\$61,000	\$61,000
8-7	Create Passive Order System (p.8-22)	\$24,600	\$24,600	\$24,600	\$24,600	\$24,600
8-8	Employ Energy Coordinator (p.8-24)	\$5,000	\$20,000	\$20,000	\$20,000	\$20,000
<b>Chapter 9: Asset and Risk Management</b>						
9-3	Develop Quarterly Newsletter (p.9-14)	(\$300)	(\$300)	(\$300)	(\$300)	(\$300)
9-8	Implement Bar Coding System (p.9-21)					
<b>Chapter 10: Financial Management</b>						
None						

**EXHIBIT 16-2 (Continued)**  
**SUMMARY OF POTENTIAL SAVINGS AND COSTS IN CLAY COUNTY**

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue				
		1998-1999	1999-2000	2000-01	2001-02	2003-2003
<b>Chapter 11: Administrative and Instructional Technology</b>						
11-2	Create Senior Programmer/Analyst (p.11-12)	(\$6,200)	(\$6,200)	(\$6,200)	(\$6,200)	(\$6,200)
11-7	Allow Overtime (p.11-24)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)
<b>Chapter 12: Purchasing</b>						
12-5	Establish Recycling Program (p.12-11)	(\$1,500)	\$65,000	\$80,000	\$80,000	\$80,000
<b>Chapter 13: Transportation</b>						
13-3	Install Doors at Middleburg (p.13-12)					
13-8	Eliminate Driver Uniforms (p.13-19)	\$43,404	\$43,404	\$43,404	\$43,404	\$43,404
13-9	Eliminate Part-time Benefits (p.13-21)	\$0	\$61,000	\$122,000	\$183,000	\$244,000
13-11	Eliminate Courtesy Riders (p.13-26)	\$352,370	\$326,370	\$326,370	\$326,370	\$326,370
13-12	Eliminate Dirt Road Service (p.13-27)	\$12,370	\$12,370	\$12,370	\$12,370	\$12,370
13-13	Purchase Computer Software (p.13-29)					
<b>Chapter 14: Food Service</b>						
14-2	Add Food Service Specialist (p.14-14)	\$0	(\$43,900)	(\$43,900)	(\$43,900)	(\$43,900)
14-3	Delete Half-time Position Benefits (p.14-17)	\$0	\$21,300	\$37,300	\$47,900	\$53,200
14-5	Reduce Food Costs (p.14-21)	\$115,900	\$115,900	\$115,900	\$115,900	\$115,900
<b>Chapter 15: Safety and Security</b>						
15-11	Eliminate Security Guard Program (p.15-20)	\$26,400	\$52,800	\$52,800	\$52,800	\$52,800
<b>TOTAL SAVINGS</b>		<b>\$1,830,774</b>	<b>\$2,636,256</b>	<b>\$2,828,256</b>	<b>\$2,999,856</b>	<b>\$3,066,156</b>
<b>TOTAL (COSTS)</b>		<b>(\$287,931)</b>	<b>(\$328,251)</b>	<b>(\$328,251)</b>	<b>(\$328,251)</b>	<b>(\$328,251)</b>
<b>TOTAL NET SAVINGS</b>		<b>\$1,542,843</b>	<b>\$2,308,005</b>	<b>\$2,500,005</b>	<b>\$2,671,605</b>	<b>\$2,737,905</b>

<b>Total Five-Year Net Savings Minus One-Time Costs</b>	<b>=</b>
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# PERFORMANCE REVIEW OF THE CLAY COUNTY SCHOOL DISTRICT

## DISTRICT ADMINISTRATOR SURVEY

**No attempt will be made to identify individual district administrators in this survey. Please mail your completed survey directly to MGT of America by December 5, 1997 as directed on page 7.**

### PART A:

**DIRECTIONS:** For items 1-8, please place a check (✓) on the blank line that completes the statement or answers the question. For items 9 and 10, please write in the numbers.

- |   |  |
|---|--|
| <p>1. I think the overall quality of public education in Clay County School District is:</p> <p>_____ Excellent<br/>_____ Good<br/>_____ Fair<br/>_____ Poor<br/>_____ Don't Know</p> | <p>2. I think the overall quality of education in Clay County School District is:</p> <p>_____ Improving<br/>_____ Staying the Same<br/>_____ Getting Worse<br/>_____ Don't Know</p> |
|---|--|

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

- |   |   |
|---|---|
| <p>3. In general, what grade would you give the teachers in Clay County School District?</p> <p>_____ A<br/>_____ B<br/>_____ C<br/>_____ D<br/>_____ F<br/>_____ Don't Know</p>                          | <p>4. In general, what grade would you give the school-level administrators in Clay County School District?</p> <p>_____ A<br/>_____ B<br/>_____ C<br/>_____ D<br/>_____ F<br/>_____ Don't Know</p>   |
| <p>5. In general, what grade would you give the district-level administrators in the Clay County School District?</p> <p>_____ A<br/>_____ B<br/>_____ C<br/>_____ D<br/>_____ F<br/>_____ Don't Know</p> | <p>6. In what area of the district office do you work this year?</p> <p>_____ Human Resources<br/>_____ Business Services<br/>_____ Curriculum and Instruction<br/>_____ Student Support Services<br/>_____ Facilities/Transportation<br/>_____ Other (Please categorize) _____</p> |
| <p>7. I am a:</p> <p>_____ Female _____ Male</p>  | <p>9a. How long have you been in your current position in the Clay County School District?</p> <p>_____ Years</p>   |
| <p>8. What is your race/ethnic group?</p> <p>_____ White _____ Black<br/>_____ Hispanic _____ Asian<br/>_____ Other</p>   | <p>9b. How long have you been in a similar position in the Clay County School District?</p> <p>_____ Years</p>  |
| <p>10. How long have you worked in the Clay County School District?</p> <p>_____ Years</p>  |   |

*Continued on Back...*

**PART B:**

**DIRECTIONS:** Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- |   |    |   |   |   |    |    |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Clay County School District has increased in recent years.   | SA | A | N | D | SD | DK |
| 2. Clay County schools are safe and secure from crime.  | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems.  | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs.  | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn."  | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools.   | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn.   | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs.   | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students.  | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life.   | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach.   | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs.   | SA | A | N | D | SD | DK |
| 14. Teachers expect students to do their very best.   | SA | A | N | D | SD | DK |
| 15. Principals and assistant principals in our schools care about students' needs.  | SA | A | N | D | SD | DK |
| 16. In general, parents do not take responsibility for their children's behavior in our schools.  | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving.   | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools.   | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school.  | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education.   | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Clay County School District.                                | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Clay County School District (e.g., counseling, speech therapy, health)                | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Clay County School District.  | SA | A | N | D | SD | DK |

**PART C:**

**DIRECTIONS:** For each item, please indicate whether you feel the Clay County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- |   |   |   |   |   |    |
|---|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Clay County School District.           | E | G | F | P | DK |
| 2. School board members' knowledge of operations in the Clay County School District.                                  | E | G | F | P | DK |
| 3. School board members' work at setting or revising policies for the Clay County School District.                    | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Clay County School District.            | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Clay County School District. | E | G | F | P | DK |
| 6. Principals' work as the instructional leaders of their schools.  | E | G | F | P | DK |
| 7. Principals' work as the managers of the staff and teachers.  | E | G | F | P | DK |
| 8. Teachers' work in meeting students' individual learning needs.   | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents.  | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs.   | E | G | F | P | DK |
| 11. Students' ability to learn.   | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom.  | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school.  | E | G | F | P | DK |
| 14. Parents' participation in school activities and organizations.  | E | G | F | P | DK |
| 15. How well students' test results are explained to parents.   | E | G | F | P | DK |
| 16. The condition in which Clay County School District schools are kept.  | E | G | F | P | DK |
| 17. How well relations are maintained with various groups in the community.   | E | G | F | P | DK |
| 18. The opportunities provided by the district to improve the skills of teachers.                                     | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators.                          | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology.  | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes.   | E | G | F | P | DK |

*Continued on Back...*

**PART D: Work Environment**. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find the Clay County School District to be an exciting, challenging place to work.						
2. The work standards and expectations in the Clay County School District are equal to or above those of most other school districts.						
3. Clay County School District officials enforce high work standards.						
4. Most Clay County School District teachers enforce high student learning standards.						
5. Clay County School District teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.						
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.						
10. I feel that I have the authority to adequately perform my job responsibilities.						
11. I have adequate facilities in which to conduct my work.						
12. I have adequate equipment and computer support to conduct my work.						
13. The workloads are equitably distributed among teachers and among staff members.						
14. No one knows or cares about the amount or quality of work that I perform.						
15. Workload is evenly distributed.						
16. The failure of Clay County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						



**PART E: Job Satisfaction.** Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Clay County School District.						
2. I plan to make a career in the Clay County School District.						
3. I am actively looking for a job outside of the Clay County School District.						
4. Salary levels in the Clay County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Clay County School District team.						
7. I feel that there is no future for me in the Clay County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

**PART F: Administrative Structure and Practices.** Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Clay County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Clay County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions is delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Clay County School District ensures adequate input from teachers and staff on most important decisions.						
8. Clay County School District has too many committees.						
9. Clay County School District has too many layers of administrators.						
10. Most Clay County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

*Continued on Back...*

**PART G: Clay County School District Operations.** Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Pupil transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative technology						

**PART H: General Questions**

**DIRECTIONS:** Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Clay County School District is **(Check [✓] one)**.

- ☐ Highly efficient
- ☐ Above average in efficiency
- ☐ Less efficient than most other school districts
- ☐ Don't know

2. The operational efficiency of the Clay County School District could be improved by **(Check [✓] as many as apply)**:

- ☐ Offering fewer programs
- ☐ Increasing some class sizes
- ☐ Increasing teacher workload
- ☐ Reducing the number of administrators
- ☐ Reducing the number of support staff
- ☐ Privatizing some support services
- ☐ Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- ☐ Taking advantage of more regional services
- ☐ Reducing the number of facilities operated by the district
- ☐ Other (please specify) \_\_\_\_\_

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Clay County School District? Please attach an additional page or write on back with comments, if needed.

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**PLEASE RETURN YOUR COMPLETED SURVEY BY DECEMBER 5, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:**

**MGT of America, Inc.  
Post Office Box 38430  
Tallahassee, Florida 32315-9958**

**THANK YOU FOR YOUR COOPERATION!**



# PERFORMANCE REVIEW OF THE CLAY COUNTY SCHOOL DISTRICT

## PRINCIPAL SURVEY

**No attempt will be made to identify individual principals in this survey. Please mail your completed survey directly to MGT of America by December 5, 1997 as directed on page 7.**

### PART A:

**DIRECTIONS:** For items 1-8, please place a check (✓) on the blank line that completes the statement or answers the question. For items 9 and 10, please write in the numbers.

- |  |  |
|--|--|
| 1. I think the overall quality of public education in Clay County School District is:<br><br>_____ Excellent<br>_____ Good<br>_____ Fair<br>_____ Poor<br>_____ Don't Know | 2. I think the overall quality of education in Clay County School District is:<br><br>_____ Improving<br>_____ Staying the Same<br>_____ Getting Worse<br>_____ Don't Know |
|--|--|

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

- |   |   |
|---|---|
| 3. In general, what grade would you give the teachers in Clay County School District?<br><br>_____ A<br>_____ B<br>_____ C<br>_____ D<br>_____ F<br>_____ Don't Know                          | 4. In general, what grade would you give the school-level administrators in Clay County School District?<br><br>_____ A<br>_____ B<br>_____ C<br>_____ D<br>_____ F<br>_____ Don't Know                   |
| 5. In general, what grade would you give the district-level administrators in the Clay County School District?<br><br>_____ A<br>_____ B<br>_____ C<br>_____ D<br>_____ F<br>_____ Don't Know | 6. In what type of school do you work this year?<br><br>_____ Elementary School<br>_____ Junior High/Middle School<br>_____ High School<br>_____ District Office<br>_____ Other (Please categorize) _____ |
| 7. I am a:<br><br>_____ Female _____ Male   | 8. What is your race/ethnic group?<br><br>_____ White<br>_____ Hispanic<br>_____ Other<br>_____ Black<br>_____ Asian  |
| 9a. How long have you been in your current position in the Clay County School District?<br><br>_____ Years  | 10. How long have you worked in the Clay County School District?<br><br>_____ Years   |
| 9b. How long have you been in a similar position in the Clay County School District?<br><br>_____ Years   | 11. Check one:<br><br>I am a<br><br>_____ Principal<br>_____ Assistant/Vice Principal   |

*Continued on Back...*

**PART B:**

**DIRECTIONS:** Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- |   |    |   |   |   |    |    |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Clay County School District has increased in recent years.   | SA | A | N | D | SD | DK |
| 2. Clay County schools are safe and secure from crime.  | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems.  | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs.  | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn."  | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools.   | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn.   | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs.   | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students.  | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life.   | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach.   | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs.   | SA | A | N | D | SD | DK |
| 14. Teachers expect students to do their very best.   | SA | A | N | D | SD | DK |
| 15. Principals and assistant principals in our schools care about students' needs.  | SA | A | N | D | SD | DK |
| 16. In general, parents do not take responsibility for their children's behavior in our schools.  | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving.   | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools.   | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school.  | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education.   | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Clay County School District.                                | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Clay County School District (e.g., counseling, speech therapy, health)                | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Clay County School District.  | SA | A | N | D | SD | DK |

**PART C:**

**DIRECTIONS:** For each item, please indicate whether you feel the Clay County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

1.	School board members' knowledge of the educational needs of students in the Clay County School District.	E	G	F	P	DK
2.	School board members' knowledge of operations in the Clay County School District.	E	G	F	P	DK
3.	School board members' work at setting or revising policies for the Clay County School District.	E	G	F	P	DK
4.	The district school superintendents' work as the educational leader of the Clay County School District.	E	G	F	P	DK
5.	The district school superintendents' work as the chief administrator (manager) of the Clay County School District.	E	G	F	P	DK
6.	Principals' work as the instructional leaders of their schools.	E	G	F	P	DK
7.	Principals' work as the managers of the staff and teachers.	E	G	F	P	DK
8.	Teachers' work in meeting students' individual learning needs.	E	G	F	P	DK
9.	Teachers' work in communicating with parents.	E	G	F	P	DK
10.	Teachers' attitudes about their jobs.	E	G	F	P	DK
11.	Students' ability to learn.	E	G	F	P	DK
12.	The amount of time students spend on task learning in the classroom.	E	G	F	P	DK
13.	Parents' efforts in helping their children to do better in school.	E	G	F	P	DK
14.	Parents' participation in school activities and organizations.	E	G	F	P	DK
15.	How well students' test results are explained to parents.	E	G	F	P	DK
16.	The condition in which Clay County School District schools are kept.	E	G	F	P	DK
17.	How well relations are maintained with various groups in the community.	E	G	F	P	DK
18.	The opportunities provided by the district to improve the skills of teachers.	E	G	F	P	DK
19.	The opportunity provided by the district to improve the skills of school administrators.	E	G	F	P	DK
20.	The district's job of providing adequate instructional technology.	E	G	F	P	DK
21.	The district's use of technology for administrative purposes.	E	G	F	P	DK

*Continued on Back...*

**PART D: Work Environment**. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find the Clay County School District to be an exciting, challenging place to work.						
2. The work standards and expectations in the Clay County School District are equal to or above those of most other school districts.						
3. Clay County School District officials enforce high work standards.						
4. Most Clay County School District teachers enforce high student learning standards.						
5. Clay County School District teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.						
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.						
10. I feel that I have the authority to adequately perform my job responsibilities.						
11. I have adequate facilities in which to conduct my work.						
12. I have adequate equipment and computer support to conduct my work.						
13. The workloads are equitably distributed among teachers and among staff members.						
14. No one knows or cares about the amount or quality of work that I perform.						
15. Workload is evenly distributed.						
16. The failure of Clay County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						



**PART E: Job Satisfaction.** Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Clay County School District.						
2. I plan to make a career in the Clay County School District.						
3. I am actively looking for a job outside of the Clay County School District.						
4. Salary levels in the Clay County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Clay County School District team.						
7. I feel that there is no future for me in the Clay County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

**PART F: Administrative Structure and Practices.** Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Clay County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Clay County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions is delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Clay County School District ensures adequate input from teachers and staff on most important decisions.						
8. Clay County School District has too many committees.						
9. Clay County School District has too many layers of administrators.						
10. Most Clay County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

*Continued on Back...*

**PART G: Clay County School District Operations.** Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative Technology						

**PART H: General Questions**

**DIRECTIONS:** Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Clay County School District is **(Check [✓] one)**.

- ☐ Highly efficient
- ☐ Above average in efficiency
- ☐ Less efficient than most other school districts
- ☐ Don't know

2. The operational efficiency of the Clay County School District could be improved by **(Check [✓] as many as apply)**:

- ☐ Offering fewer programs
- ☐ Increasing some class sizes
- ☐ Increasing teacher workload
- ☐ Reducing the number of administrators
- ☐ Reducing the number of support staff
- ☐ Privatizing some support services
- ☐ Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- ☐ Taking advantage of more regional services
- ☐ Reducing the number of facilities operated by the district
- ☐ Other (please specify) \_\_\_\_\_

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Clay County School District? Please attach an additional page with comments or write on back, if needed.

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**PLEASE RETURN YOUR COMPLETED SURVEY BY DECEMBER 5, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:**

**MGT of America, Inc.  
Post Office Box 38430  
Tallahassee, Florida 32315-9958**

**THANK YOU FOR YOUR COOPERATION!**



# PERFORMANCE REVIEW OF THE CLAY COUNTY SCHOOL DISTRICT

## TEACHER SURVEY

**No attempt will be made to identify individual teachers in this survey. Please mail your completed survey directly to MGT of America by December 5, 1997 as directed on page 7.**

### PART A:

**DIRECTIONS:** For items 1-9, please place a check (✓) on the blank line that completes the statement or answers the question. For item 10, please write in the number.

- |  |  |
|--|--|
| 1. I think the overall quality of public education in Clay County School District is:<br><br>_____ Excellent<br>_____ Good<br>_____ Fair<br>_____ Poor<br>_____ Don't Know | 2. I think the overall quality of education in Clay County School District is:<br><br>_____ Improving<br>_____ Staying the Same<br>_____ Getting Worse<br>_____ Don't Know |
|--|--|

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

- |   |  |
|---|--|
| 3. In general, what grade would you give the teachers in Clay County School District?<br><br>_____ A<br>_____ B<br>_____ C<br>_____ D<br>_____ F<br>_____ Don't Know                          | 4. In general, what grade would you give the school-level administrators in Clay County School District?<br><br>_____ A<br>_____ B<br>_____ C<br>_____ D<br>_____ F<br>_____ Don't Know                    |
| 5. In general, what grade would you give the district-level administrators in the Clay County School District?<br><br>_____ A<br>_____ B<br>_____ C<br>_____ D<br>_____ F<br>_____ Don't Know | 6. In what type of school do you teach this year?<br><br>_____ Elementary School<br>_____ Junior High/Middle School<br>_____ High School<br>_____ District Office<br>_____ Other (Please categorize) _____ |
| 7. I am a:<br><br>_____ Female<br>_____ Male  | 8. What is your race/ethnic group?<br><br>_____ White<br>_____ Hispanic<br>_____ Other<br>_____ Black<br>_____ Asian   |
| 9. What grade or grades are you teaching this year?<br><br>_____ Pre-K<br>_____ K<br>_____ 1<br>_____ 2<br>_____ 3<br>_____ 4<br>_____ 5<br>_____ 6   | 10. How long have you taught in the Clay County School District?<br><br>_____ 7<br>_____ 8<br>_____ 9<br>_____ 10<br>_____ 11<br>_____ 12<br>_____ Adult   |

*Continued on Back*

**PART B:**

**DIRECTIONS:** Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- |   |    |   |   |   |    |    |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Clay County School District has increased in recent years.   | SA | A | N | D | SD | DK |
| 2. Clay County schools are safe and secure from crime.  | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems.  | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs.  | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn."  | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools.   | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn.   | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs.   | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students.  | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life.   | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach.   | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs.   | SA | A | N | D | SD | DK |
| 14. Teachers expect students to do their very best.   | SA | A | N | D | SD | DK |
| 15. Principals and assistant principals in our schools care about students' needs.  | SA | A | N | D | SD | DK |
| 16. In general, parents do not take responsibility for their children's behavior in our schools.  | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving.   | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools.   | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school.  | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education.   | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Clay County School District.                                | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Clay County School District (e.g., counseling, speech therapy, health)                | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Clay County School District.  | SA | A | N | D | SD | DK |

**PART C:**

**DIRECTIONS:** For each item, please indicate whether you feel the Clay County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

1.	School board members' knowledge of the educational needs of students in the Clay County School District.	E	G	F	P	DK
2.	School board members' knowledge of operations in the Clay County School District.	E	G	F	P	DK
3.	School board members' work at setting or revising policies for the Clay County School District.	E	G	F	P	DK
4.	The district school superintendents' work as the educational leader of the Clay County School District.	E	G	F	P	DK
5.	The district school superintendents' work as the chief administrator (manager) of the Clay County School District.	E	G	F	P	DK
6.	Principals' work as the instructional leaders of their schools.	E	G	F	P	DK
7.	Principals' work as the managers of the staff and teachers.	E	G	F	P	DK
8.	Teachers' work in meeting students' individual learning needs.	E	G	F	P	DK
9.	Teachers' work in communicating with parents.	E	G	F	P	DK
10.	Teachers' attitudes about their jobs.	E	G	F	P	DK
11.	Students' ability to learn.	E	G	F	P	DK
12.	The amount of time students spend on task learning in the classroom.	E	G	F	P	DK
13.	Parents' efforts in helping their children to do better in school.	E	G	F	P	DK
14.	Parents' participation in school activities and organizations.	E	G	F	P	DK
15.	How well students' test results are explained to parents.	E	G	F	P	DK
16.	The condition in which Clay County School District schools are kept.	E	G	F	P	DK
17.	How well relations are maintained with various groups in the community.	E	G	F	P	DK
18.	The opportunities provided by the district to improve the skills of teachers.	E	G	F	P	DK
19.	The opportunity provided by the district to improve the skills of school administrators.	E	G	F	P	DK
20.	The district's job of providing adequate instructional technology.	E	G	F	P	DK
21.	The district's use of technology for administrative purposes.	E	G	F	P	DK

*Continued on Back...*

**PART D: Work Environment**. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find the Clay County School District to be an exciting, challenging place to work.						
2. The work standards and expectations in the Clay County School District are equal to or above those of most other school districts.						
3. Clay County School District officials enforce high work standards.						
4. Most Clay County School District teachers enforce high student learning standards.						
5. Clay County School District teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.						
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.						
10. I feel that I have the authority to adequately perform my job responsibilities.						
11. I have adequate facilities in which to conduct my work.						
12. I have adequate equipment and computer support to conduct my work.						
13. The workloads are equitably distributed among teachers and among staff members.						
14. No one knows or cares about the amount or quality of work that I perform.						
15. Workload is evenly distributed.						
16. The failure of Clay County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						



**PART E: Job Satisfaction.** Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Clay County School District.						
2. I plan to make a career in the Clay County School District.						
3. I am actively looking for a job outside of the Clay County School District.						
4. Salary levels in the Clay County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Clay County School District team.						
7. I feel that there is no future for me in the Clay County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

**PART F: Administrative Structure and Practices.** Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Clay County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Clay County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions is delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Clay County School District ensures adequate input from teachers and staff on most important decisions.						
8. Clay County School District has too many committees.						
9. Clay County School District has too many layers of administrators.						
10. Most Clay County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

*Continued on Back...*

**PART G: Clay County School District Operations.** Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative Technology						

**PART H: General Questions**

**DIRECTIONS:** Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Clay County School District is **(Check [✓] one)**.

- ☐ Highly efficient
- ☐ Above average in efficiency
- ☐ Less efficient than most other school districts
- ☐ Don't know

2. The operational efficiency of the Clay County School District could be improved by **(Check [✓] as many as apply)**:

- ☐ Offering fewer programs
- ☐ Increasing some class sizes
- ☐ Increasing teacher workload
- ☐ Reducing the number of administrators
- ☐ Reducing the number of support staff
- ☐ Privatizing some support services
- ☐ Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- ☐ Taking advantage of more regional services
- ☐ Reducing the number of facilities operated by the district
- ☐ Other (please specify) \_\_\_\_\_

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Clay County School District? Please attach an additional page with comments or write on back, if needed.

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**PLEASE RETURN YOUR COMPLETED SURVEY BY DECEMBER 5, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:**

**MGT of America, Inc.  
Post Office Box 38430  
Tallahassee, Florida 32315-9958**

**THANK YOU FOR YOUR COOPERATION!**



# **PERFORMANCE REVIEW OF CLAY COUNTY SCHOOL DISTRICT**

## **DISTRICT ADMINISTRATOR SURVEY RESULTS (n=32)**

### **PART A:**

- |  |           |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
|--|-----------|-----|------|----|------|---|------|---|------------|---|--|-----------|-----|------------------|---|---------------|---|------------|---|
| <p>1. I think the overall quality of public education in Clay County School District is:</p> <table border="0" style="width: 100%;"> <tr> <td>Excellent</td> <td style="text-align: right;">41%</td> </tr> <tr> <td>Good</td> <td style="text-align: right;">56</td> </tr> <tr> <td>Fair</td> <td style="text-align: right;">0</td> </tr> <tr> <td>Poor</td> <td style="text-align: right;">3</td> </tr> <tr> <td>Don't Know</td> <td style="text-align: right;">0</td> </tr> </table> | Excellent | 41% | Good | 56 | Fair | 0 | Poor | 3 | Don't Know | 0 | <p>2. I think the overall quality of education in Clay County School District is:</p> <table border="0" style="width: 100%;"> <tr> <td>Improving</td> <td style="text-align: right;">94%</td> </tr> <tr> <td>Staying the Same</td> <td style="text-align: right;">3</td> </tr> <tr> <td>Getting Worse</td> <td style="text-align: right;">3</td> </tr> <tr> <td>Don't Know</td> <td style="text-align: right;">0</td> </tr> </table> | Improving | 94% | Staying the Same | 3 | Getting Worse | 3 | Don't Know | 0 |
| Excellent  | 41%       |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Good   | 56        |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Fair   | 0         |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Poor   | 3         |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Don't Know   | 0         |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Improving  | 94%       |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Staying the Same   | 3         |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Getting Worse  | 3         |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |
| Don't Know   | 0         |     |      |    |      |   |      |   |            |   |  |           |     |                  |   |               |   |            |   |

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

- |   |     |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
|---|-----|-----|---|----|---|---|---|---|---|---|------------|---|--|---|-----|---|----|---|---|---|---|---|---|------------|---|
| <p>3. In general, what grade would you give the teachers in Clay County School District?</p> <table border="0" style="width: 100%;"> <tr> <td>A</td> <td style="text-align: right;">29%</td> </tr> <tr> <td>B</td> <td style="text-align: right;">58</td> </tr> <tr> <td>C</td> <td style="text-align: right;">7</td> </tr> <tr> <td>D</td> <td style="text-align: right;">3</td> </tr> <tr> <td>F</td> <td style="text-align: right;">0</td> </tr> <tr> <td>Don't Know</td> <td style="text-align: right;">3</td> </tr> </table> | A   | 29% | B | 58 | C | 7 | D | 3 | F | 0 | Don't Know | 3 | <p>4. In general, what grade would you give the school-level administrators in Clay County School District?</p> <table border="0" style="width: 100%;"> <tr> <td>A</td> <td style="text-align: right;">38%</td> </tr> <tr> <td>B</td> <td style="text-align: right;">50</td> </tr> <tr> <td>C</td> <td style="text-align: right;">6</td> </tr> <tr> <td>D</td> <td style="text-align: right;">3</td> </tr> <tr> <td>F</td> <td style="text-align: right;">0</td> </tr> <tr> <td>Don't Know</td> <td style="text-align: right;">3</td> </tr> </table> | A | 38% | B | 50 | C | 6 | D | 3 | F | 0 | Don't Know | 3 |
| A   | 29% |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| B   | 58  |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| C   | 7   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| D   | 3   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| F   | 0   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| Don't Know  | 3   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| A   | 38% |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| B   | 50  |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| C   | 6   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| D   | 3   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| F   | 0   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |
| Don't Know  | 3   |     |   |    |   |   |   |   |   |   |            |   |  |   |     |   |    |   |   |   |   |   |   |            |   |

- |  |     |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
|--|-----|-----|---|----|---|---|---|---|---|---|------------|---|--|-----------------|-----|-------------------|----|----------------------------|----|--------------------------|---|---------------------------|----|-------|---|
| <p>5. In general, what grade would you give the district-level administrators in the Clay County School District?</p> <table border="0" style="width: 100%;"> <tr> <td>A</td> <td style="text-align: right;">41%</td> </tr> <tr> <td>B</td> <td style="text-align: right;">44</td> </tr> <tr> <td>C</td> <td style="text-align: right;">9</td> </tr> <tr> <td>D</td> <td style="text-align: right;">3</td> </tr> <tr> <td>F</td> <td style="text-align: right;">0</td> </tr> <tr> <td>Don't Know</td> <td style="text-align: right;">3</td> </tr> </table> | A   | 41% | B | 44 | C | 9 | D | 3 | F | 0 | Don't Know | 3 | <p>6. In what area of the district office do you work this year?</p> <table border="0" style="width: 100%;"> <tr> <td>Human Resources</td> <td style="text-align: right;">13%</td> </tr> <tr> <td>Business Services</td> <td style="text-align: right;">25</td> </tr> <tr> <td>Curriculum and Instruction</td> <td style="text-align: right;">31</td> </tr> <tr> <td>Student Support Services</td> <td style="text-align: right;">3</td> </tr> <tr> <td>Facilities/Transportation</td> <td style="text-align: right;">19</td> </tr> <tr> <td>Other</td> <td style="text-align: right;">9</td> </tr> </table> | Human Resources | 13% | Business Services | 25 | Curriculum and Instruction | 31 | Student Support Services | 3 | Facilities/Transportation | 19 | Other | 9 |
| A  | 41% |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| B  | 44  |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| C  | 9   |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| D  | 3   |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| F  | 0   |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Don't Know   | 3   |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Human Resources  | 13% |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Business Services  | 25  |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Curriculum and Instruction   | 31  |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Student Support Services   | 3   |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Facilities/Transportation  | 19  |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |
| Other  | 9   |     |   |    |   |   |   |   |   |   |            |   |  |                 |     |                   |    |                            |    |                          |   |                           |    |       |   |

- |   |        |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
|---|--------|-----|------|----|---|------------------|----|-------|---|----------|---|-------|-----|-------|---|
| <p>7. I am a:</p> <table border="0" style="width: 100%;"> <tr> <td>Female</td> <td style="text-align: right;">55%</td> </tr> <tr> <td>Male</td> <td style="text-align: right;">45</td> </tr> </table> | Female | 55% | Male | 45 | <p>8. What is your race/ethnic group?</p> <table border="0" style="width: 100%;"> <tr> <td>African American</td> <td style="text-align: right;">0%</td> </tr> <tr> <td>Asian</td> <td style="text-align: right;">0</td> </tr> <tr> <td>Hispanic</td> <td style="text-align: right;">0</td> </tr> <tr> <td>White</td> <td style="text-align: right;">100</td> </tr> <tr> <td>Other</td> <td style="text-align: right;">0</td> </tr> </table> | African American | 0% | Asian | 0 | Hispanic | 0 | White | 100 | Other | 0 |
| Female  | 55%    |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
| Male  | 45     |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
| African American  | 0%     |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
| Asian   | 0      |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
| Hispanic  | 0      |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
| White   | 100    |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |
| Other   | 0      |     |      |    |   |                  |    |       |   |          |   |       |     |       |   |

- |   |           |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
|---|-----------|-----|------|----|-------|---|----------------|----|------------------|---|--|-----------|-----|------|----|-------|---|----------------|----|------------------|----|
| <p>9a. How long have you been in your current position in the Clay County School District?</p> <table border="0" style="width: 100%;"> <tr> <td>1-5 years</td> <td style="text-align: right;">71%</td> </tr> <tr> <td>6-10</td> <td style="text-align: right;">16</td> </tr> <tr> <td>11-15</td> <td style="text-align: right;">3</td> </tr> <tr> <td>16 to 20 years</td> <td style="text-align: right;">9</td> </tr> <tr> <td>21 years or over</td> <td style="text-align: right;">0</td> </tr> </table> | 1-5 years | 71% | 6-10 | 16 | 11-15 | 3 | 16 to 20 years | 9  | 21 years or over | 0 | <p>10. How long have you worked in the Clay County School District?</p> <table border="0" style="width: 100%;"> <tr> <td>1-5 years</td> <td style="text-align: right;">17%</td> </tr> <tr> <td>6-10</td> <td style="text-align: right;">23</td> </tr> <tr> <td>11-15</td> <td style="text-align: right;">6</td> </tr> <tr> <td>16 to 20 years</td> <td style="text-align: right;">13</td> </tr> <tr> <td>21 years or over</td> <td style="text-align: right;">42</td> </tr> </table> | 1-5 years | 17% | 6-10 | 23 | 11-15 | 6 | 16 to 20 years | 13 | 21 years or over | 42 |
| 1-5 years   | 71%       |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 6-10  | 16        |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 11-15   | 3         |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 16 to 20 years  | 9         |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 21 years or over  | 0         |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 1-5 years   | 17%       |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 6-10  | 23        |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 11-15   | 6         |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 16 to 20 years  | 13        |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 21 years or over  | 42        |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| <p>9b. How long have you been in a similar position in the Clay County School District?</p> <table border="0" style="width: 100%;"> <tr> <td>1-5 years</td> <td style="text-align: right;">33%</td> </tr> <tr> <td>6-10</td> <td style="text-align: right;">23</td> </tr> <tr> <td>11-15</td> <td style="text-align: right;">0</td> </tr> <tr> <td>16 to 20 years</td> <td style="text-align: right;">23</td> </tr> <tr> <td>21 years or over</td> <td style="text-align: right;">6</td> </tr> </table>   | 1-5 years | 33% | 6-10 | 23 | 11-15 | 0 | 16 to 20 years | 23 | 21 years or over | 6 |  |           |     |      |    |       |   |                |    |                  |    |
| 1-5 years   | 33%       |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 6-10  | 23        |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 11-15   | 0         |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 16 to 20 years  | 23        |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |
| 21 years or over  | 6         |     |      |    |       |   |                |    |                  |   |  |           |     |      |    |       |   |                |    |                  |    |

**PART B:**

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Clay County School District has increased in recent years.	40	43	3	7	7	0
2. Clay County School District schools are safe and secure from crime.	10	70	10	10	0	0
3. Our schools do not effectively handle misbehavior problems.	0	7	7	53	33	0
4. Our schools have sufficient space and facilities to support the instructional programs.	3	33	20	33	7	3
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	0	3	10	53	23	10
6. Our schools can be described as "good places to learn."	40	57	0	3	0	0
7. There is administrative support for controlling student behavior in our schools.	27	63	3	7	0	0
8. Most students in our schools are motivated to learn.	7	70	7	10	7	4
9. Lessons are organized to meet students' needs.	3	70	7	3	0	17
10. The curriculum is broad and challenging for most students.	7	63	10	3	3	13
11. There is little a teacher can do to overcome education problems due to a student's home life.	3	20	13	40	17	7
12. Teachers in our schools know the material they teach.	10	63	7	0	3	17
13. Teachers in our schools care about students' needs.	20	67	7	0	3	3
14. Teachers expect students to do their very best.	10	57	17	7	0	0
15. Principals and assistant principals in our schools care about students' needs.	23	67	7	0	3	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	3	13	17	57	7	3
17. Parents in this district are satisfied with the education their children are receiving.	3	77	0	7	7	7
18. Most parents really don't seem to know what goes on in our schools.	23	0	23	50	0	3
19. Parents play an active role in decision-making in my school.	3	40	7	17	3	30
20. This community really cares about its children's education.	17	79	0	3	0	0
21. Taxpayer dollars are being used wisely to support public education in Clay County School District.	37	50	3	10	0	0
22. Sufficient student services are provided in Clay County School District (e.g., counseling, speech therapy, health).	20	70	3	3	0	3
23. Site-based management has been implemented effectively in the Clay County School District.	3	67	13	7	3	7

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART C:**

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Clay County School District.	13	63	20	3	0
2. School board members' knowledge of operations in the Clay County School District.	10	47	40	3	0
3. School board members' work at setting or revising policies for the Clay County School District.	20	50	27	3	0
4. The district school superintendent's work as the instructional leader of the Clay County School District.	47	43	7	3	0
5. The district school superintendent's work as the chief administrator (manager) of the Clay County School District.	47	40	7	3	3
6. Principals' work as the instructional leaders of their schools.	23	63	10	3	0
7. Principals' work as the managers of the staff and teachers.	27	60	10	3	0
8. Teachers' work in meeting students' individual learning needs.	13	67	13	3	3
9. Teachers' work in communicating with parents.	7	50	23	10	10
10. Teachers' attitudes about their jobs.	11	50	29	4	7
11. Students' ability to learn.	13	63	10	3	10
12. The amount of time students spend on task learning in the classroom.	0	67	13	3	17
13. Parents' efforts in helping their children to do better in school.	0	40	43	3	13
14. Parents' participation in school activities and organizations.	3	43	37	10	7
15. How well students' test results are explained to parents.	3	37	30	7	23
16. The condition in which Clay County School District schools are kept.	27	63	7	3	0
17. How well relations are maintained with various groups in the community.	17	67	13	3	0
18. The opportunities provided by the district to improve the skills of teachers.	27	53	10	0	10
19. The opportunity provided by the district to improve the skills of school administrators.	10	53	17	3	7
20. The district's job of providing adequate instructional technology.	3	47	37	10	3
21. The district's use of technology for administrative purposes.	0	40	37	20	3

Legend:

\*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

**PART D: Work Environment.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Clay County School District to be an exciting, challenging place to work.	59	22	9	6	3	0
2. The work standards and expectations in the Clay County School District are equal to or above those of most other school districts.	53	28	6	0	0	13
3. Clay County School District officials enforce high work standards.	47	31	13	9	0	0
4. Most Clay County School District teachers enforce high student learning standards.	22	47	13	6	0	13
5. Clay County School District teachers and administrators have excellent working relationships.	34	44	6	6	0	9
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	3	44	13	13	3	25
7. <u>Staff</u> who do not meet expected work standards are disciplined.	3	56	13	19	3	6
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	0	3	3	50	38	6
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	3	9	9	41	38	0
10. I feel that I have the authority to adequately perform my job responsibilities.	47	38	6	6	3	0
11. I have adequate facilities to do my work.	22	56	3	6	13	0
12. I have adequate equipment and computer support to do my work.	19	38	13	9	22	0
13. The workloads are equitably distributed among teachers and among staff members.	0	53	16	13	3	16
14. No one knows or cares about the amount or quality of work that I perform.	0	3	3	53	41	0
15. Workload is evenly distributed.	3	53	9	28	3	3
16. The failure of Clay County School District officials to enforce high work standards results in poor quality work.	0	13	13	31	41	3
17. I often observe other teachers and/or staff socializing rather than working while on the job.	0	17	6	56	19	3

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know



**PART E: Job Satisfaction.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Clay County School District.	44	34	9	13	0	0
2. I plan to make a career in the Clay County School District.	59	31	3	3	0	3
3. I am actively looking for a job outside of the Clay County School District.	0	3	6	19	69	3
4. Salary levels in the Clay County School District are competitive.	25	47	13	9	0	6
5. I feel that my work is appreciated by my supervisor(s).	44	44	3	9	0	0
6. I am an integral part of the Clay County School District team.	56	25	9	9	0	0
7. There is no future for me in the Clay County School District.	0	3	3	28	63	3
8. My salary level is adequate for my level of work and experience.	13	59	19	6	3	0
9. I enjoy working in a culturally diverse environment.	32	52	10	0	3	3

Legend:

\*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART F: Administrative Structure and Practices.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Clay County School District are highly effective and efficient.	22	63	6	9	0	0
2. Administrative decisions are made quickly and decisively.	19	66	9	3	0	3
3. Clay County School District administrators are easily accessible and open to input.	34	50	6	9	0	0
4. Authority for administrative decisions are delegated to the lowest possible level.	13	34	25	13	9	6
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	16	66	9	6	0	3
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0	16	16	41	25	3
7. The extensive committee structure in Clay County School District ensures adequate input from teachers and staff on most important decisions.	22	44	22	9	0	3
8. Clay County School District has too many committees.	0	13	22	50	6	9
9. Clay County School District has too many layers of administrators.	0	9	9	50	28	3
10. Most Clay County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	28	47	9	13	0	3
11. Central Office Administrators are responsive to school needs.	34	56	3	3	0	3
12. Central Office Administrators provide quality service to schools.	34	59	3	3	0	0

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART G: Clay County School District Operations.**

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	9	19	44	19	9
b. Strategic planning	0	6	28	47	17	3
c. Curriculum planning	0	3	9	44	25	19
d. Financial management and accounting	0	9	19	41	28	3
e. Community relations	0	6	16	50	28	0
f. Program evaluation, research, and assessment	0	3	26	32	10	29
g. Instructional technology	0	19	34	31	3	13
h. Pupil accounting	0	7	3	52	23	16
i. Instructional coordination/ supervision	0	3	13	50	19	16
j. Instructional support	0	3	3	50	28	16
k. Federal Program (e.g., Chapter I, Special Education) coordination	0	0	9	31	28	31
l. Personnel recruitment	0	9	13	47	19	13
m. Personnel selection	0	3	13	53	22	9
n. Personnel evaluation	0	3	38	44	13	3
o. Staff development	0	10	26	42	13	10
p. Data processing	0	47	28	22	3	0
q. Purchasing	0	6	6	60	25	3
r. Law enforcement/ security	0	6	6	53	16	19
s. Plant maintenance	0	6	19	47	28	0
t. Facilities planning	0	6	9	47	28	9
u. Pupil transportation	3	3	9	38	41	6
v. Food service	0	3	13	56	25	3
w. Custodial services	3	13	25	47	9	3
x. Risk management	0	6	13	63	13	6
y. Administrative technology	0	13	44	34	3	6

## **PART H: General Questions**

1. The overall operation of Clay County School District is:

Highly efficient	25	%
Above average in efficiency	69	
Less efficient than most other school districts	3	
Don't know	3	

2. The operational efficiency of Clay County School District could be improved by:

Offering fewer programs	9%
Increasing some class sizes	3
Increasing teacher workload	3
Reducing the number of administrators	3
Reducing the number of support staff	0
Privatizing some support services	22
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	22
Taking advantage of more regional services	16
Reducing the number of facilities operated by the district	6
Other	34

# **PERFORMANCE REVIEW OF CLAY COUNTY SCHOOL DISTRICT**

## **PRINCIPAL SURVEY RESULTS (n=64)**

### **PART A:**

1. I think the overall quality of public education in Clay County School District is:		2. I think the overall quality of education in Clay County School District is:	
Excellent	52%	Improving	86%
Good	48	Staying the Same	13
Fair	0	Getting Worse	0
Poor	0	Don't Know	2
Don't Know	0		

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Clay County School District?		4. In general, what grade would you give the school-level administrators in Clay County School District?	
A	36%	A	45%
B	63	B	50
C	2	C	5
D	0	D	0
F	0	F	0
Don't Know	0	Don't Know	0
5. In general, what grade would you give the district-level administrators in the Clay County School District?		6. In what type of school do you work this year?	
A	39%	Elementary School	53%
B	50	Junior High/Middle School	22
C	11	High School	20
D	0	District Office	0
F	0	Other (Please categorize)	5
Don't Know	0		
7. I am a:		8. What is your race/ethnic group?	
Female	57%	African American	3%
Male	43	Asian	0
		Hispanic	0
9a. How long have you been in your current position in Clay County School District?		White	95
1-5 years	73%	Other	2
6-10	13		
11-15	10	10. How long have you worked in Clay County School District?	
16-20	2	1-5 years	3%
21 years or more	4	6-10	3
		11-15	22
9b. How long have you been in a similar position in the Clay County School District?		16-20	27
1-5 years	32%	21 years or more	45
6-10	34		
11-15	15	11. I am a:	
16-20	11	Principal	39%
21 years or more	8	Assistant Vice Principal	61

**PART B:**

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Clay County School District has increased in recent years.	61	34	2	2	0	2
2. Clay County School District schools are safe and secure from crime.	23	66	3	8	0	0
3. Our schools do not effectively handle misbehavior problems.	0	3	6	49	41	0
4. Our schools have sufficient space and facilities to support the instructional programs.	8	50	11	22	8	2
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	2	2	11	56	30	0
6. Our schools can be described as "good places to learn."	48	50	2	0	0	0
7. There is administrative support for controlling student behavior in our schools.	61	39	0	0	0	0
8. Most students in our schools are motivated to learn.	14	77	5	3	0	2
9. Lessons are organized to meet students' needs.	11	75	8	6	0	0
10. The curriculum is broad and challenging for most students.	17	77	5	2	0	0
11. There is little a teacher can do to overcome education problems due to a student's home life.	3	11	11	53	22	0
12. Teachers in our schools know the material they teach.	25	75	0	0	0	0
13. Teachers in our schools care about students' needs.	36	61	3	0	0	0
14. Teachers expect students to do their very best.	34	63	0	3	0	0
15. Principals and assistant principals in our schools care about students' needs.	42	58	0	0	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	5	23	6	61	5	0
17. Parents in this district are satisfied with the education their children are receiving.	14	81	3	2	0	0
18. Most parents really don't seem to know what goes on in our schools.	5	30	16	44	5	2
19. Parents play an active role in decision-making in my school.	11	56	14	18	2	0
20. This community really cares about its children's education.	30	58	8	3	0	2
21. Taxpayer dollars are being used wisely to support public education in the Clay County School District.	25	59	6	8	2	0
22. Sufficient student services are provided in the Clay County School District (e.g., counseling, speech therapy, health).	27	61	3	8	2	0
23. Site-based management has been implemented effectively in the Clay County School District.	16	56	11	14	2	2

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART C:**

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Clay County School District.	9	56	28	3	3
2. School board members' knowledge of operations in the Clay County School District.	17	48	31	3	0
3. School board members' work at setting or revising policies for the Clay County School District.	20	45	31	3	0
4. The district school superintendent's work as the instructional leader of the Clay County School District.	59	34	6	0	0
5. The district school superintendent's work as the chief administrator (manager) of the Clay County School District.	59	33	6	2	0
6. Principal's work as the instructional leaders of their schools.	41	46	13	0	0
7. Principal's work as the managers of the staff and teachers.	58	39	3	0	0
8. Teachers' work in meeting students' individual learning needs.	23	64	13	0	0
9. Teachers' work in communicating with parents.	14	47	39	0	0
10. Teachers' attitudes about their jobs.	20	61	19	0	0
11. Students' ability to learn.	16	81	3	0	0
12. The amount of time students spend on task learning in the classroom.	11	66	23	0	0
13. Parents' efforts in helping their children to do better in school.	3	36	58	3	0
14. Parents' participation in school activities and organizations.	5	33	50	13	0
15. How well students' test results are explained to parents.	6	54	31	6	2
16. The condition in which Clay County School District schools are kept.	22	69	9	0	0
17. How well relations are maintained with various groups in the community.	16	67	16	0	2
18. The opportunities provided by the district to improve the skills of teachers.	39	44	17	0	0
19. The opportunity provided by the district to improve the skills of school administrators.	31	47	20	2	0
20. The district's job of providing adequate instructional technology.	9	38	33	20	0
21. The district's use of technology for administrative purposes.	9	22	41	28	0

Legend:

\*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

**PART D: Work Environment.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Clay County School District to be an exciting, challenging place to work.	45	52	3	0	0	0
2. The work standards and expectations in Clay County School District are equal to or above those of most other school districts.	53	45	0	2	0	0
3. Clay County School District officials enforce high work standards.	46	43	5	6	0	0
4. Most Clay County School District teachers enforce high student learning standards.	33	63	0	5	0	0
5. Clay County School District teachers and administrators have excellent working relationships.	39	53	8	0	0	0
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	8	50	19	22	2	0
7. <u>Staff</u> who do not meet expected work standards are disciplined.	8	56	19	16	2	0
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	2	0	5	43	51	0
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	3	8	3	41	43	2
10. I feel that I have the authority to adequately perform my job responsibilities.	53	44	0	3	0	0
11. I have adequate facilities to conduct my work.	48	47	0	5	0	0
12. I have adequate equipment and computer support to conduct my work.	19	30	13	31	8	0
13. The workloads are equitably distributed among teachers and among staff members.	20	66	3	8	2	2
14. No one knows or cares about the amount or quality of work that I perform.	3	3	6	41	45	2
15. Workload is evenly distributed.	16	61	3	16	2	2
16. The failure of Clay County School District officials to enforce high work standards results in poor quality work.	5	3	14	25	49	3
17. I often observe other teachers and/or staff socializing rather than working while on the job.	0	8	13	52	28	0

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART E: Job Satisfaction.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Clay County School District.	59	38	0	3	0	0
2. I plan to make a career in the Clay County School District.	67	28	3	0	0	2
3. I am actively looking for a job outside of the Clay County School District.	0	0	0	25	75	0
4. Salary levels in the Clay County School District are competitive.	6	61	9	20	2	2
5. I feel that my work is appreciated by my supervisor(s).	39	52	5	5	0	0
6. I feel that I am an integral part of the Clay County School District team.	45	44	9	2	0	0
7. I feel that there is no future for me in the Clay County School District.	2	2	5	22	70	0
8. My salary level is adequate for my level of work and experience.	13	47	14	25	2	0
9. I enjoy working in a culturally diverse environment.	34	53	13	0	0	0

Legend:

\*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART F: Administrative Structure and Practices.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Clay County School District are highly effective and efficient.	25	64	5	6	0	0
2. Administrative decisions are made quickly and decisively.	24	67	3	3	3	0
3. Clay County School District administrators are easily accessible and open to input.	31	67	3	0	0	0
4. Authority for administrative decisions are delegated to the lowest possible level.	11	39	16	23	3	8
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	33	61	3	3	0	0
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	0	11	19	53	16	2
7. The extensive committee structure in Clay County School District ensures adequate input from teachers and staff on most important decisions.	13	62	10	13	2	2
8. Clay County School District has too many committees.	2	11	27	43	14	3
9. Clay County School District has too many layers of administrators.	0	3	8	64	25	0
10. Most Clay County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	14	70	8	8	0	0
11. Central Office Administrators are responsive to school needs.	34	56	9	0	0	0
12. Central Office Administrators provide quality service to schools.	23	67	8	2	0	0

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know



**PART G: Clay County School District Operations.**

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	2	19	51	25	3
b. Strategic planning	0	2	21	60	10	8
c. Curriculum planning	0	3	19	41	35	2
d. Financial management and accounting	0	2	8	56	25	9
e. Community relations	0	3	22	58	16	2
f. Program evaluation, research, and assessment	2	3	21	56	13	6
g. Instructional technology	0	33	38	23	6	0
h. Pupil accounting	0	3	13	56	17	11
i. Instructional coordination/supervision	0	5	8	55	33	0
j. Instructional support	0	2	8	53	38	0
k. Federal Program (e.g., Chapter I, Special Education) coordination	2	2	13	64	13	8
l. Personnel recruitment	0	2	28	45	9	16
m. Personnel selection	0	2	17	63	17	2
n. Personnel evaluation	0	3	27	50	19	2
o. Staff development	0	14	25	36	25	0
p. Data processing	0	50	20	23	6	0
q. Purchasing	0	9	0	55	27	9
r. Law enforcement/security	0	5	13	58	20	5
s. Plant maintenance	0	9	22	50	19	0
t. Facilities planning	0	2	23	56	16	3
u. Pupil transportation	0	6	25	54	14	0
v. Food service	2	9	25	44	20	0
w. Custodial services	2	5	25	52	17	0
x. Risk management	2	0	9	55	11	23
y. Administrative Technology	0	33	35	22	10	0

## **PART H: General Questions**

1. The overall operation of Clay County School District is:

Highly efficient	28%
Above average in efficiency	69
Less efficient than most other school districts	2
Don't know	2

2. The operational efficiency of Clay County School District could be improved by:

Offering fewer programs	6%
Increasing some class sizes	0
Increasing teacher workload	0
Reducing the number of administrators	2
Reducing the number of support staff	5
Privatizing some support services	27
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	19
Taking advantage of more regional services	17
Reducing the number of facilities operated by the district	2
Other	22

# PERFORMANCE REVIEW OF CLAY COUNTY SCHOOL DISTRICT

## TEACHER SURVEY RESULTS (n=208)

### **PART A:**

1. I think the overall quality of public education in Clay County School District as:

Excellent	20%
Good	70
Fair	9
Poor	1
Don't Know	1

2. I think the overall quality of education in Clay County School District is:

Improving	62%
Staying the Same	27
Getting Worse	6
Don't Know	6

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Clay County School District?

A	24%
B	64
C	9
D	0
F	0
Don't Know	3

4. In general, what grade would you give the school-level administrators in Clay County School District?

A	15%
B	51
C	27
D	3
F	0
Don't Know	4

5. In general, what grade would you give the district-level administrators in the Clay County School District?

A	9%
B	39
C	35
D	9
F	1
Don't Know	7

6. In what type of school do you work this year?

Elementary School	56%
Junior High/Middle School	24
High School	18
Other (Please categorize)	2

7. I am a:

Female	80%
Male	20

8. What is your race/ethnic group?

African American	1%
Asian	0
Hispanic	0
White	98
Other	1

9. What grade or grades are you teaching this year?

Pre-K	4%	7	18%
K	21	8	20
1	24	9	22
2	21	10	20
3	19	11	20
4	22	12	19
5	20	Adult	1
6	22		

10. How long have you taught in Clay County School District?

1-5 years	38%
6-10	19
11-15	15
16-20	17
21 years or more	10

**PART B:**

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Clay County School District has increased in recent years.	26	55	7	3	1	8
2. Clay County School District schools are safe and secure from crime.	8	58	12	18	2	3
3. Our schools do not effectively handle misbehavior problems.	10	24	18	35	10	3
4. Our schools have sufficient space and facilities to support the instructional programs.	2	24	6	47	19	2
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	10	19	11	42	16	3
6. Our schools can be described as "good places to learn."	12	75	11	2	0	1
7. There is administrative support for controlling student behavior in our schools.	16	52	12	15	4	1
8. Most students in our schools are motivated to learn.	4	57	12	23	3	1
9. Lessons are organized to meet students' needs.	14	73	7	4	1	2
10. The curriculum is broad and challenging for most students.	13	66	9	9	2	2
11. There is little a teacher can do to overcome education problems due to a student's home life.	7	27	19	39	7	0
12. Teachers in our schools know the material they teach.	23	68	6	2	0	2
13. Teachers in our schools care about students' needs.	33	61	4	1	0	1
14. Teachers expect students to do their very best.	28	60	7	4	0	1
15. Principals and assistant principals in our schools care about students' needs.	26	63	7	3	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	15	35	24	24	2	1
17. Parents in this district are satisfied with the education their children are receiving.	2	62	20	6	1	9
18. Most parents really don't seem to know what goes on in our schools.	13	40	16	27	3	1
19. Parents play an active role in decision-making in my school.	7	36	20	30	6	3
20. This community really cares about its children's education.	10	51	23	13	1	2
21. Taxpayer dollars are being used wisely to support public education in the Clay County School District.	4	34	25	22	8	7
22. Sufficient student services are provided in the Clay County School District (e.g., counseling, speech therapy, health).	9	60	13	14	3	1
23. Site-based management has been implemented effectively in the Clay County School District.	3	36	24	12	5	19

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART C:**

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Clay County School District.	2	32	41	13	13
2. School board members' knowledge of operations in the Clay County School District.	3	43	34	7	14
3. School board members' work at setting or revising policies for the Clay County School District.	2	33	38	9	18
4. The district school superintendent's work as the instructional leader of the Clay County School District.	15	42	30	6	8
5. The district school superintendent's work as the chief administrator (manager) of the Clay County School District.	18	40	28	4	10
6. Principal's work as the instructional leaders of their schools.	21	49	26	3	2
7. Principal's work as the managers of the staff and teachers.	27	51	18	4	1
8. Teachers' work in meeting students' individual learning needs.	20	57	21	2	0
9. Teachers' work in communicating with parents.	18	60	18	4	1
10. Teachers' attitudes about their jobs.	7	59	30	3	1
11. Students' ability to learn.	5	67	23	3	1
12. The amount of time students spend on task learning in the classroom.	7	54	31	5	3
13. Parents' efforts in helping their children to do better in school.	2	18	54	21	5
14. Parents' participation in school activities and organizations.	7	20	45	25	2
15. How well students' test results are explained to parents.	4	37	37	12	10
16. The condition in which Clay County School District schools are kept.	9	58	24	8	1
17. How well relations are maintained with various groups in the community.	7	51	28	3	11
18. The opportunities provided by the district to improve the skills of teachers.	11	58	24	5	1
19. The opportunity provided by the district to improve the skills of school administrators.	2	34	18	2	44
20. The district's job of providing adequate instructional technology.	7	37	36	17	3
21. The district's use of technology for administrative purposes.	5	36	27	5	27

Legend:

\*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

**PART D: Work Environment.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Clay County School District to be an exciting, challenging place to work.	24	58	17	4	0	0
2. The work standards and expectations in the Clay County School District are equal to or above those of most other school districts.	23	54	7	6	0	10
3. Clay County School District officials enforce high work standards.	20	59	15	3	1	2
4. Most Clay County School District teachers enforce high student learning standards.	20	61	14	3	1	2
5. Clay County School District teachers and administrators have excellent working relationships.	12	48	28	9	2	2
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	3	24	21	20	9	23
7. <u>Staff</u> who do not meet expected work standards are disciplined.	2	26	19	17	8	28
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	1	5	9	31	43	11
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	1	6	13	20	24	37
10. I feel that I have the authority to adequately perform my job responsibilities.	34	52	7	6	1	0
11. I have adequate facilities to do my work.	19	46	9	19	7	0
12. I have adequate equipment and computer support to do my work.	10	34	11	29	15	1
13. The workloads are equitably distributed among teachers and among staff members.	7	40	16	20	13	4
14. No one knows or cares about the amount or quality of work that I perform.	5	11	15	45	23	1
15. Workload is evenly distributed.	4	37	19	27	9	4
16. The failure of Clay County School District officials to enforce high work standards results in poor quality work.	5	13	25	35	13	9
17. I often observe other teachers and/or staff socializing rather than working while on the job.	1	12	13	43	27	2

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART E: Job Satisfaction.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Clay County School District.	32	54	7	5	1	0
2. I plan to make a career in Clay County School District.	41	39	10	3	2	5
3. I am actively looking for a job outside of Clay County School District.	1	5	7	33	55	0
4. Salary levels in Clay County School District are competitive.	3	22	12	36	23	4
5. My supervisor(s) appreciates my work.	26	49	7	14	4	0
6. I am an integral part of the Clay County School District team.	18	50	20	10	3	1
7. There is no future for me in the Clay County School District.	2	3	11	34	50	1
8. My salary level is adequate for my level of work and experience.	4	12	12	36	35	0
9. I enjoy working in a culturally diverse environment.	20	56	17	4	1	2

Legend:

\*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART F: Administrative Structure and Practices.**

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Clay County School District are highly effective and efficient.	7	42	23	16	2	10
2. Administrative decisions are made quickly and decisively.	6	47	19	15	2	12
3. Clay County School District administrators are easily accessible and open to input.	9	45	14	21	3	8
4. Authority for administrative decisions is delegated to the lowest possible level.	3	15	20	17	7	39
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	6	62	16	12	3	1
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	2	26	21	27	4	20
7. The extensive committee structure in Clay County School District ensures adequate input from teachers and staff on most important decisions.	3	36	19	23	6	13
8. Clay County School District has too many committees.	8	19	30	22	1	19
9. Clay County School District has too many layers of administrators.	14	26	23	19	2	17
10. Most Clay County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	7	41	27	12	3	10
11. Central Office Administrators are responsive to school needs.	3	37	24	12	3	21
12. Central Office Administrators provide quality service to schools.	3	35	28	11	3	20

Legend:

\*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

**PART G: Clay County School District Operations.**

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	18	37	23	0	23
b. Strategic planning	1	12	24	33	1	30
c. Curriculum planning	0	10	32	10	9	8
d. Financial management and accounting	0	9	22	31	2	36
e. Community relations	1	7	31	45	7	9
f. Program evaluation, research, and assessment	1	5	22	43	2	28
g. Instructional technology	0	28	31	28	4	9
h. Pupil accounting	0	6	18	46	4	25
i. Instructional coordination/supervision	0	3	18	60	5	14
j. Instructional support	1	7	25	51	9	8
k. Federal Program (e.g., Chapter I, Special Education) coordination	1	12	19	40	6	22
l. Personnel recruitment	1	8	16	37	2	36
m. Personnel selection	0	5	23	38	6	29
n. Personnel evaluation	0	8	24	57	3	9
o. Staff development	0	7	28	48	5	12
p. Data processing	0	5	14	30	1	50
q. Purchasing	0	3	13	42	0	42
r. Law enforcement/security	0	5	22	49	4	20
s. Plant maintenance	0	9	22	44	7	19
t. Facilities planning	0	14	23	37	4	23
u. Pupil transportation	0	7	17	54	4	19
v. Food service	0	15	23	43	9	10
w. Custodial services	0	14	25	43	9	8
x. Risk management	1	4	11	40	3	42
y. Administrative technology	0	9	13	33	1	42



## **PART H: General Questions**

1. The overall operation of Clay County School District is:

Highly efficient	7%
Above average in efficiency	75
Less efficient than most other school districts	9
Don't know	10

2. The operational efficiency of Clay County School District could be improved by:

Offering fewer programs	6%
Increasing some class sizes	2
Increasing teacher workload	0
Reducing the number of administrators	26
Reducing the number of support staff	12
Privatizing some support services	18
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	15
Taking advantage of more regional services	21
Reducing the number of facilities operated by the district	2
Other	20

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