



EFFICIENCY REVIEW OF RAPPAHANNOCK COUNTY PUBLIC SCHOOLS

Final Report

Submitted by:



2123 Centre Pointe Boulevard
Tallahassee, Florida 32308

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

In 2005, the Commonwealth of Virginia inaugurated the school efficiency review program as a part of Governor Mark Warner's *Education for a Lifetime* initiative. The program involves contracting with outside educational experts to perform efficiency reviews of school divisions within the Commonwealth. School divisions must volunteer to participate, and the results of the reviews provide guidance in determining whether educational dollars are being utilized to the fullest extent possible.

Since its inception, the program has expanded to include greater numbers of school divisions each year. In September 2007, MGT of America was awarded a contract to conduct an efficiency review of the Rappahannock County Public Schools (RCPS). As stated in the Request for Proposal (RFP), the purpose of the study was to conduct an external review of the efficiency of various offices and operations within RCPS and to present a final report of the findings, recommendations, and projected costs and/or cost savings associated with the recommendations. The object of the review is to identify ways in which RCPS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Overview of Rappahannock County Public Schools

Rappahannock County is in the northern portion of the Commonwealth of Virginia. Washington, the County seat, is about 65 miles southwest of Washington, DC, and 120 miles northwest of Richmond, the State Capitol. The County extends north and south 24 miles and east and west about 21 miles. It has an area of approximately 267 square miles. The northwestern boundary is in the Blue Ridge Mountains and separates the County from Page and Warren Counties. The Rappahannock River forms the northeastern boundary and separates the County from Fauquier County. The County is bounded on the southeast by Culpeper County and on the southwest by Madison County.

Rappahannock County Public Schools consists of 2 schools; an elementary school which serves kindergarten through grade seven and a high school which serves grades eight through 12. The division serves approximately 1,000 students and employs close to 90 teachers. The Rappahannock School Board has five members and holds their meetings regularly.

Review Methodology

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

- Be based upon a very detailed work plan and time schedule.
- Take into account the unique environment within which the school division operates and the specific student body involved.

- Obtain input from board members, administrators, staff, and the community.
- Identify the existence, appropriateness, and use of specific educational objectives.
- Contain comparisons to other similar school divisions to provide points of reference.
- Follow a common set of guidelines tailored specifically to the division being reviewed.
- Include analyses of the efficiency of work practices.
- Identify the level and effectiveness of externally imposed work tasks and procedures.
- Identify exemplary programs and practices as well as needed improvements.
- Document all findings.
- Present straightforward and practical recommendations for improvements.

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

Review of Existing Records and Data Sources

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

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

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

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

Diagnostic Review

A diagnostic review of RCPS was conducted on October 15 – 17, 2007. An MGT consultant interviewed central office administrators, community leaders, school board members, and members of the City Council concerning the management and operations of Rappahannock County Public Schools.

Employee Surveys

To secure the involvement of central office administrators, principals/assistant principals, and teachers in the focus and scope of the efficiency review, three on-line surveys were prepared and disseminated in October 2007. These anonymous surveys gave administrators and teachers the opportunity to express their views about the management and operations of Rappahannock County Public Schools. The three sets of surveys were similar in format and content to provide a database for determining how the opinions and perceptions of central office administrators, principals/assistant principals, and teachers vary.

RCPS staff were given from October 8, 2007, through October 25, 2007, to respond. The RCPS response rates for the three surveys were as follows: 100 percent of central office administrators and principals/assistant principals returned a survey, as did 68 percent of teachers. MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of Rappahannock County Public Schools, response rate for teachers was below this standard. In addition to comparing the survey responses of these three employee groups, we compared the responses of all RCPS district and school administrators and teachers to those of their counterparts in the more than 40 divisions where we have conducted similar surveys.

The survey results may be found in **Appendix A**. Specific survey items pertinent to findings in the functional areas MGT reviewed are presented within each chapter.

Conducting the Formal On-Site Review

A team of consultants conducted the formal on-site review of Rappahannock County Public Schools during the week of October 29, 2007. As part of our on-site review, we examined the following RCPS systems and operations:

- Division Administration
- Financial Management and Purchasing
- Cost of Educational Service Delivery
- Human Resources and Personnel Management
- Transportation
- Facility Use and Management
- Technology Management
- Food Services

Prior to the on-site review, each team member received an extensive set of information about RCPS operations. During the on-site work, team members conducted detailed reviews of the structure and operations of Rappahannock County Public Schools in their

assigned functional areas. The team made multiple site visits to both the elementary and high schools and school properties (e.g., the bus garage) in RCPS.

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

Comparison Summary

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

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

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

The Virginia Department of Education has developed a cluster code to identify similar school divisions for comparison purposes. Cluster identifiers were created by using data including, but not limited to, the cost per student for each major area, major drivers of costs, and ranking of costs. RCPS is one of 31 school divisions in the Commonwealth of Virginia identified in Cluster 2. The Virginia public school divisions selected for a sample comparison to RCPS are:

- Bland County Public Schools
- Mathews County Public Schools

- Middlesex County Public Schools
- Amelia County Public Schools

A comparison of performance indices between RCPS and its peer divisions can be found in Appendix B of this document.

Commendations

Detailed findings for each commendation for exemplary practices may be found in Chapters 1 through 8 of the full report. Rappahannock County Public Schools received the following commendations:

- The school board and Rappahannock County are commended for having established shared HVAC, motor pool, and fueling services as a means for creating more efficient operations (**Commendation 1-A**).
- The school board and administration are commended for containing costs for legal services. The cost for services has been maintained at less than \$21,000 for a three-year period, an exceptionally low amount (**Commendation 1-B**).
- The educational foundation, Headwaters, is commended for providing significant support to the RCPS division and the students. In 2006-07, the foundation raised in excess of \$140,000. The foundation expects to exceed that level of support in 2007-08 (**Commendation 1-C**).
- The RCPS administration is commended for its communications to the various division stakeholders. Considering the limited resources of a small school division and excessive responsibilities handled by each administrator, the variety and quantity of communication mediums is remarkable (**Commendation 1-D**).
- The RCPS Board is commended for meeting all minimum Commonwealth school administrative staffing criteria as set forth in the revised Standards of Quality (SOQ) (**Commendation 1-E**).
- RCPS administers an employee catastrophic sick leave bank that ensures that employees will be protected financially in the event of a major illness or injury. (**Commendation 2-A**).
- RCPS emphasizes rigor and relevance in courses and provides strong instructional support to help ensure student success (**Commendation 3-A**).
- RCPS is commended for creating a comprehensive school improvement process that provides a shared, division-wide platform for school goals and objectives (**Commendation 3-B**).
- RCPS has established an effective and efficient network of health, social and psychological services that are available to all families, regardless of income level (**Commendation 3-C**).

- RCES has an outstanding system for welcoming new students and immediately putting them at ease in their new school environment (**Commendation 3-D**).
- RCPS special education office is commended for creating a process through which special education students could be mainstreamed successfully back into the regular classroom (**Commendation 3-E**).
- The assignment of duties to the assistant superintendent of human resources and instruction is well-balanced and complementary (**Commendation 4-A**).
- RCPS is commended for having a high level of departmental employee morale and retaining an experienced group of bus drivers (**Commendation 5-A**).
- RCPS is commended for providing vehicle mechanical services to other agencies within the county and saving money for Rappahannock County taxpayers (**Commendation 5-B**).
- RCPS Transportation Department is commended for reducing deadhead miles which saves money and vehicle usage (**Commendation 5-C**).
- The custodial staff, other school personnel, and administration are commended for maintaining exceptionally clean facilities and grounds while staffed under best practices standards (**Commendation 6-A**).
- RCPS is commended for custodial staffing ratios per square feet of buildings that are substantially under the American School and University standards resulting in substantial savings to the division (**Commendation 6-B**).
- RCPS personnel and students are commended for creating and conducting the Savings Through Energy Management (STEM) audit and resulting recommendations (**Commendation 6-C**).
- Rappahannock County High School (RCHS) personnel and leadership development class students are commended for developing a recycling program that has the potential for impacting the entire Rappahannock County community (**Commendation 6-D**).
- RCPS is commended for posting a Library/Media Center Web site that provides access for both students and teachers to excellent library resources (**Commendation 7-A**).
- Rappahannock County Elementary School (RCES) is commended for implementing the Schoolkit program. This valuable resource for teachers to facilitate the integration of technology into the curriculum and meet the *No Child Left Behind* (NCLB) requirement, that students achieve technological literacy, should be considered by other county public schools (**Commendation 7-B**).
- RCPS is commended for offering a spatial technology class. Curriculum for this course could be shared with other schools so the courses could be

replicated. Software to support the class is available through grants from the state and other foundations (**Commendation 7-C**).

- RCPS is commended for working closely with the Headwaters Foundation and other entities to secure funding to purchase resources that increase opportunities to equip students for life and work in the twenty-first century (**Commendation 7-D**).

Recommendations

This executive summary briefly highlights efficiency issues in Rappahannock County Public Schools. Detailed recommendations for improving operations are found throughout the main body of the full report. Recommendations for improvement include the following:

- Prepare and submit to the appropriate authority a resolution proposing that a board representative attend approved training and return to the division to train other board members and award them the necessary board member development points (**Recommendation 1-1**).
- Reorganize the school board standing committee activity into three standing committees and utilize ad hoc committees appointed by the chair (on an as needed basis) with task and time specific assignments (**Recommendation 1-2**).
- Consider scheduling an informal dinner meeting on board meeting evenings, including an invitation to the press (**Recommendation 1-3**).
- Conduct a board self-assessment annually, prior to the annual reorganization meeting in January (**Recommendation 1-4**).
- Conduct an assessment of the superintendent's performance annually with input from the full board (**Recommendation 1-5**).
- Purchase fire-rated storage and/or cabinets for storing official records of school board actions and develop and implement a plan for the destruction of old records and proper storage and protection of other records (**Recommendation 1-6**).
- Establish a joint administrative/board committee composed of one school board member, one county supervisor, the superintendent, and the county manager to review and recommend options for further development of shared services (**Recommendation 1-7**).
- Ensure that the Web site policy manual and the official manual of the board are identical and maintained with current provisions (**Recommendation 1-8**).
- Use asterisks to identify school board policies that are required by Commonwealth of Virginia code and other controlling regulations (**Recommendation 1-9**).
- Establish a contract for legal services (**Recommendation 1-10**).

- Reorganize and align assigned functions for greater equalization of responsibilities among all administrators (**Recommendation 1-11**).
- Establish a four-member committee, composed of the foundation director, a foundation board member, a school board member, and the assistant superintendent to examine the division's prioritized needs and budget priorities, and recommending priorities for foundation support to this committee (**Recommendation 1-12**).
- Develop a prioritized listing of long- and short-term goals and Strategic-Comprehensive Plan (S-CP) priorities that can be clearly reflected as priorities in the annual budget process and accompanying funding strategies (**Recommendation 1-13**).
- Review the S-CP person/group responsibility assignments and reduce the direct involvement of the superintendent by at least 50 percent (**Recommendation 1-14**).
- Immediately develop enrollment projections for the 2008-09 school year, and the subsequent two-year period, and begin developing central office and school-level administrative, instructional, and support staffing plans that anticipate the possible future further decline in student enrollment (**Recommendation 1-15**).
- Purchase fire-rated four-drawer cabinets for storing student records at each of the division's schools (**Recommendation 1-16**).
- Allow schools and departments to have look-up access to the central accounting system (**Recommendation 2-1**).
- Secure payroll and accounts payable checks (**Recommendation 2-2**).
- Establish the necessary funding to hire a third party administrator and an independent auditor for the division's Section 403(b) deferred compensation plan (**Recommendation 2-3**).
- Encourage more employees, including substitutes and school board members to sign up for direct deposit for their monthly paychecks (**Recommendation 2-4**).
- Streamline the payroll process by setting up substitutes in the payroll system as "permanent" substitutes (**Recommendation 2-5**).
- Eliminate the duplicative practice of manually tracking employee leave (**Recommendation 2-6**).
- Realign duties among the finance and human resources departments to provide for better internal controls (**Recommendation 2-7**).
- Transfer the food services accounting functions to the finance department (**Recommendation 2-8**).

- Develop a process that connects the division's long range planning efforts to its budget priorities (**Recommendation 2-9**).
- Involve the finance director in the budgeting process (**Recommendation 2-10**).
- Give schools and departments access to the central accounting system and require that they enter purchase requests into the system to be properly encumbered (**Recommendation 2-11**).
- Develop a centralized procurement process to allow the division to consolidate bids for the purchase of bulk items and to take advantage of discounted prices provided through purchasing cooperatives (**Recommendation 2-12**).
- Establish procedures to improve oversight of the school division's compliance with the RCPS Board policies related to vendor background checks and clearances (**Recommendation 2-13**).
- Create a procedure by which to ensure that all purchases have gone through the appropriate process of obtaining bids and quotes prior to being submitted for approval (**Recommendation 2-14**).
- Develop a business continuation plan for division financial operations (**Recommendation 2-15**).
- Develop and implement asset tracking procedures (**Recommendation 2-16**).
- Implement fuel inventory check processes (**Recommendation 2-17**).
- Obtain an automated, integrated accounting system for use in the schools for Student Activity Funds (**Recommendation 2-18**).
- Provide oversight for the Student Activity Fund accounting functions (**Recommendation 2-19**).
- Develop investment policies applicable to Student Activity Fund deposits (**Recommendation 2-20**).
- Formally assess the impact and effectiveness of the recommended changes to the organizational structure of the curriculum and instruction department (**Recommendation 3-1**).
- Create and implement a comprehensive professional development plan (**Recommendation 3-2**).
- Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum. (**Recommendation 3-3**).
- Reassign responsibility for supervising school bus safety drills to the assistant principals of the elementary and high schools (**Recommendation 4-1**).
- Upgrade the current HR Web site to allow for job seekers to complete the application process online (**Recommendation 4-2**).

- Redesign the HR Web site to provide more information for job applicants (**Recommendation 4-3**).
- Create an enrollment-based comprehensive staffing plan and make staffing reductions based on that plan (**Recommendation 4-4**).
- Conduct an employee satisfaction survey of all employees in order to determine their perceptions of their working conditions and to gain insights on how to improve those conditions (**Recommendation 4-5**).
- Publish the local RCPS policy manual at the school division Web site (**Recommendation 4-6**).
- Upgrade the human resources Web site to include all departmental forms and handbooks (**Recommendation 4-7**).
- Review, update, and/or develop job descriptions for each position in RCPS, standardize the format, then systematically review and update all descriptions at least every three years (**Recommendation 4-8**).
- Conduct a survey of newly hired and veteran teachers to determine those conditions within the school division that serve to attract and retain teachers and use the survey results to improve recruitment and retention efforts and provide non-financial hiring and retention incentives (**Recommendation 4-9**).
- Request that the RCPS Board adopt a ten-year bus replacement plan (**Recommendation 5-1**).
- Require, budget, and fund Automotive Service Excellence (ASE) certification and training for RCPS mechanics (**Recommendation 5-2**).
- Reduce spare bus fleet by three buses and establish a policy to eliminate the number of spare buses in RCPS and capture the cost savings (**Recommendation 5-3**).
- Develop a divisionwide facilities master plan that would include the relocation of the transportation facility (**Recommendation 5-4**).
- Delegate custodial coordination and management to the two principals, relieving the superintendent of some of his direct management responsibilities (**Recommendation 6-1**).
- Update the proposed projects in the Capital Improvement Plan (CIP) including potential savings, submit to the school board for review and approval, and forward to the board of supervisors for funding (**Recommendation 6-2**).
- Cost out, budget for, and schedule the retrofit of the original 1967 constructed elementary school facility light fixtures (**Recommendation 6-3**).
- Reorganize the portable classroom used for storage space by providing storage shelving, relocating boxes of paper goods and supplies, and moving and stacking used desks and equipment (**Recommendation 6-4**).

- Purchase two securable dry storage buildings and install on the high school and elementary campuses and dispose of old, stored records located at the central office (**Recommendation 6-5**).
- Develop a minor maintenance/preventative maintenance program (**Recommendation 6-6**).
- Conduct periodic facility and equipment inspections that meet the Association of Physical Plan Administrators (APPA) standards (**Recommendation 6-7**).
- Review, estimate cost and savings, prioritize, and develop a time-line for implementing the STEM energy conservation recommendations (**Recommendation 6-8**).
- Update job descriptions to accurately reflect job duties being performed by RCPS Information Systems and Instructional Technology staff members (**Recommendation 7-1**).
- Expand membership of the RCPS Technology Plan Committee to include representation from all stakeholders including teachers, administrators, parents, students, and community members (**Recommendation 7-2**).
- Revise the technology plan to ensure compliance with the criteria required to qualify the division to receive E-Rate discounts and Title II, Part D grant monies and post the plan on the division Web site (**Recommendation 7-3**).
- Create and implement a disaster recovery plan that encompasses all division data and provides for periodic testing (**Recommendation 7-4**).
- Revise the local Acceptable Use Policy (AUP) to ensure compliance with all federal and state requirements (**Recommendation 7-5**).
- Require a regularly scheduled inventory of technology-related equipment for RCPS (**Recommendation 7-6**).
- Consolidate all of the servers and network equipment into a secured central location in RCES accessible only to technical staff members (**Recommendation 7-7**).
- Update and revise the RCPS Web site to include a greater breadth of information to facilitate its use as a public relations tool, an educational resource for students, and a communications forum for all division stakeholders (**Recommendation 7-8**).
- Train one instructional aide for RCES and one instructional aide for Rappahannock County High School (RCHS) to provide help desk support on at least a half-time basis (**Recommendation 7-9**).
- Transfer the food services department from the superintendent to the school principals (**Recommendation 8-1**).
- Develop and adopt a comprehensive board policy regarding food services operations (**Recommendation 8-2**).

- Schedule monthly meetings planned by the food services director in order to regularly meet with the cafeteria managers and discuss all facets of the daily operations of the food services department (**Recommendation 8-3**).
- Implement an ongoing, regularly scheduled training program throughout the school year for cafeteria staff (**Recommendation 8-4**).
- Develop a 5-year equipment maintenance and replacement program (**Recommendation 8-5**).
- Eliminate the position of director of food services (**Recommendation 8-6**).
- Implement a satellite hot meal program beginning with the 2008-09 school year (**Recommendation 8-7**).
- Issue Requests for Proposals (RFP) to qualified vendors for the purchase of a comprehensive electronic food services management system (**Recommendation 8-8**).
- Form a nutrition awareness task force comprised of RCPS students, teachers, parents, and cafeteria managers who, together with vendor participation, could design a division plan that would help students choose healthier meals and increase reimbursable meal participation (**Recommendation 8-9**).

Fiscal Impact

Based on analyses of data obtained from interviews with RCPS personnel, parents, and the community at large; RCPS surveys; state and school division documents; and firsthand observations during the on-site review, MGT developed 77 recommendations, only 20 of which have fiscal implications.

As shown below in **Exhibit 1**, full implementation of the recommendations in this report would generate a gross savings of \$313,000 over five-year period. Costs over that same period equal \$579,625 with a total one-time cost of \$463,090, to equal net cost of **\$729,715** over a five-year period.

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

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2008-09	2009-10	2010-11	2011-12	2012-13	
TOTAL SAVINGS	\$62,600	\$62,600	\$62,600	\$62,600	\$62,600	\$313,000
TOTAL (COSTS)	(\$115,925)	(\$115,925)	(\$115,925)	(\$115,925)	(\$115,925)	(\$579,625)
TOTAL NET SAVINGS (COSTS)	(\$53,325)	(\$53,325)	(\$53,325)	(\$53,325)	(\$53,325)	(\$266,625)
ONE-TIME SAVINGS(COSTS)						(\$463,090)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						(\$729,715)

1.0 DIVISION ADMINISTRATION

1.0 DIVISION ADMINISTRATION

This chapter presents findings and recommendations relating to the overall organization of Rappahannock County Public Schools (RCPS). The major sections of the chapter are as follows:

- 1.1 Introduction
- 1.2 School Board Governance
- 1.3 Policies and Procedures
- 1.4 Legal Services
- 1.5 Organization and Management

CHAPTER SUMMARY

RCPS is managed by a superintendent who assumed the position in 2004. The recommendations in this chapter essentially focus on issues related to planning and contending with the excessive number of functions that each administrator must handle in a small division.

The following commendations are discussed in this chapter:

- The school board and Rappahannock County are commended for having established shared HVAC, motor pool, and fueling services as a means for creating more efficient operations (**Commendation 1-A**).
- The school board and administration are commended for containing costs for legal services. The cost for services has been maintained at less than \$21,000 for a three-year period, an exceptionally low amount (**Commendation 1-B**).
- The educational foundation, Headwaters, is commended for providing significant support to the RCPS division and the students. In 2006-07, the foundation raised in excess of \$140,000. The foundation expects to exceed that level of support in 2007-08 (**Commendation 1-C**).
- The RCPS administration is commended for its communications to the various division stakeholders. Considering the limited resources of a small school division and excessive responsibilities handled by each administrator, the variety and quantity of communication mediums is remarkable (**Commendation 1-D**).
- The RCPS Board is commended for meeting all minimum Commonwealth school administrative staffing criteria as set forth in the revised Standards of Quality (SOQ) (**Commendation 1-E**).

The following recommendations are proposed to assist the superintendent and school board as they continue to consider all aspects of improving the school division:

- Prepare and submit to the appropriate authority a resolution proposing that a board representative attend approved training and return to the division to train

other board members and award them the necessary board member development points (**Recommendation 1-1**).

- Reorganize the school board standing committee activity into three standing committees and utilize ad hoc committees appointed by the chair (on an as needed basis) with task and time specific assignments (**Recommendation 1-2**).
- Consider scheduling an informal dinner meeting on board meeting evenings, including an invitation to the press (**Recommendation 1-3**).
- Conduct a board self-assessment annually, prior to the annual reorganization meeting in January (**Recommendation 1-4**).
- Conduct an assessment of the superintendent's performance annually with input from the full board (**Recommendation 1-5**).
- Purchase fire-rated storage and/or cabinets for storing official records of school board actions and develop and implement a plan for the destruction of old records and proper storage and protection of other records (**Recommendation 1-6**).
- Establish a joint administrative/board committee composed of one school board member, one county supervisor, the superintendent, and the county manager to review and recommend options for further development of shared services (**Recommendation 1-7**).
- Ensure that the Web site policy manual and the official manual of the board are identical and maintained with current provisions (**Recommendation 1-8**).
- Use asterisks to identify school board policies that are required by Commonwealth of Virginia code and other controlling regulations (**Recommendation 1-9**).
- Establish a contract for legal services (**Recommendation 1-10**).
- Reorganize and align assigned functions for greater equalization of responsibilities among all administrators (**Recommendation 1-11**).
- Establish a four-member committee, composed of the foundation director, a foundation board member, a school board member, and the assistant superintendent to examine the division's prioritized needs and budget priorities, and recommending priorities for foundation support to this committee (**Recommendation 1-12**).
- Develop a prioritized listing of long- and short-term goals and Strategic-Comprehensive Plan (S-CP) priorities that can be clearly reflected as priorities in the annual budget process and accompanying funding strategies (**Recommendation 1-13**).

- Review the S-CP person/group responsibility assignments and reduce the direct involvement of the superintendent by at least 50 percent (**Recommendation 1-14**).
- Immediately develop enrollment projections for the 2008-09 school year, and the subsequent two-year period, and begin developing central office and school-level administrative, instructional, and support staffing plans that anticipate the possible future further decline in student enrollment (**Recommendation 1-15**).
- Purchase fire-rated four-drawer cabinets for storing student records at each of the division's schools (**Recommendation 1-16**).

1.1 Introduction

In interviews with MGT, the superintendent emphasized the challenges created when an organization is fiscally dependent upon an external source, is experiencing a significant decrease in student enrollment, must keep up with demands for technology support systems, and must maintain aging facilities. Meanwhile, the board of supervisors and its representatives voiced concerns over the increasing costs of education and the increasing tax burden on county property owners.

At the time of the onsite visit, the following were recurring issues raised by RCPS stakeholders during interviews and observations by MGT consultants:

- The RCPS Board is faced with continuing student enrollment decline and the consequences of a comparable decline in resources.
- The division is composed of two schools, each with core facilities that are 50 years old and must be properly maintained in order to meet today's standards for educating students.
- A recent reassessment of property values in the county resulted in higher property taxes.
- The board of supervisors and county administrator support the education of the county's youth.
- Survey responses to the statement, *Board of Education members' work at setting or revising policies for this school division*, were supportive of the board. One hundred percent of central office staff strongly agreed or agreed, while only 44 percent of their counterparts in other divisions held the same belief.
- School board members, the superintendent, administrators, and instructional and support personnel are dedicated to maintaining quality, accredited education programs.

- The community-supported education foundation is a substantial contributor and positive force to RCPS.

RCPS is fiscally dependent upon the Rappahannock County Board of Supervisors because Commonwealth of Virginia, Code of Virginia, Title 22.1, and other controlling regulations, assign final budget approval and appropriations authority to the supervisors.

1.2 School Board Governance

The educational system in RCPS is governed by a five-member school board that is elected from resident districts for four-year terms. All board terms run concurrently.

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

- All terms have the same ending dates.
- Two members have long tenures on the school board, and have served for 11 and nine years respectively.
- Only one member is a retiree and all members' work experiences are outside of education.

**EXHIBIT 1-1
RCPS BOARD
NOVEMBER 2007**

NAME	TITLE	DISTRICT	TERM EXPIRES	YEARS OF SERVICE AS OF END OF JANUARY 2008	OCCUPATION
Rosa T. Crocker	Member	Wakefield	12-31-07	11	Landscape Architect
Meredith L. Gorfein	Member	Hampton	12-31-07	3	Administrative Assistant – Nonprofit Org.
Aline B. Johnson	Vice Chair	Piedmont	12-31-07	9	Retired Postmaster
Ken L. Marlor	Chair	Stonewall-Hawthorne	12-31-07	3	Postmaster
John Wesley Mills	Member	Jackson	12-31-07	7	Senior Software Engineer

Source: RCPS Superintendent's Office, 2007.

In 2008, the terms of school board members will become staggered, eliminating the concurrent ending of all terms.

Regular school board meetings are held on the second Tuesday of each month at Rappahannock County High School (RCHS) in the band room that easily accommodates the public. Regular meeting locations, dates, and times are posted on the RCPS Web site and advertised as required by law. Regular open meetings are held at 7:30 p.m.,

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

In addition to regular meetings, the school board holds closed meetings for certain purposes at 7:00 p.m. prior to the regular meeting. The closed meeting is reserved for student disciplinary hearings, which are closed. Other closed meetings may include:

- Discussion of individual personnel.
- A specific contract for employment.
- Attorney-client privilege as relates to litigation preparation and execution.
- Other matters as permitted under Commonwealth of Virginia law.

The agenda is developed by the clerk and superintendent and reviewed by the board chair. The agenda is properly organized into sections that provide for public access, board commentary, reports, a consent agenda, and new business.

Agenda packets are delivered to board members or picked up by individuals in their central office mailboxes on the Friday prior to the meeting. Board members report that this method is adequate and that the information provided is complete and timely.

Minutes of all regular meetings are recorded and transcribed by the school board clerk, and approved by the school board at the next regular meeting. Approved minutes are then maintained in electronic and hardcopy form. Minutes are not maintained for closed meetings; rather, the school board clerk prepares a record of motions and related votes. Minutes and supplementary data are stored in a non-fire-rated room with electronic versions kept on the hard drive of the clerk's computer, but without back-up protection.

FINDING

Board policy BHB, *School Board Members In-Service Activities*, reflects the requirements of the Code of the Commonwealth of Virginia and supports active member involvement in training activities; however, records of attendance do not reflect that all board members have earned all development points.

Some board members and the superintendent are involved in training and conferences offered by the Virginia School Board Association (VSBA), as well as other activities. Records of the 2006-07 school year show that all members have been involved in at least one related activity during this period. For a variety of reasons, not all board members participate fully in board development activity. Cost of participation and time away from their primary occupation constitute the major justifications.

RECOMMENDATION 1-1:

Prepare and submit to the appropriate authority a resolution proposing that a board representative attend approved training and return to the division to train other board members and award them the necessary board member development points.

Implementation of this recommendation should result in some board development activity taking place within the districts; therefore, reducing some expenditure for travel to VSBA meetings and training sessions.

Since the division subscribes to the legal services of VSBA, the board should request that VSBA general council prepare the appropriate resolution for approval. This recommendation should be accomplished during the 2008-09 fiscal year.

FISCAL IMPACT

This recommendation can be implemented at no cost to the division with a minor quantity of time committed by the board chairman, superintendent, and the clerk. Savings may be possible; however, the real benefit will be the training available to board members who wish to conserve travel funds. It is not feasible to estimate potential savings until approval is secured and individual members make decisions on travel for board development training.

FINDING

The school board has six standing committees with two meeting on an as needed basis and not representing standing board committee topics or activity. Four board members have two committee assignments while one member has three. This combination of committee organization and assignments results in some members carrying greater responsibility. Additionally, board members have other assigned committee responsibilities from time-to-time.

During the on-site visit, MGT's interviews with division personnel and review of records revealed that the school board has numerous committee responsibilities. **Exhibit 1-2** shows that:

- All school board members have at least two committee assignments with one member assigned to three.
- The number of meetings required for school board members (if they are present each time their assigned committee convenes) ranges from a low of four meetings to a high of 16 or more per year.
- There are a total of six regular school board committees, with two committees meeting only on an as needed basis.
- Four committees, Budget and Finance, Facilities, Policy and Legal, and Programs and Planning, meet on a regular basis.

**EXHIBIT 1-2
RCPS BOARD
COMMITTEES AND COMMITTEE ASSIGNMENTS
2007-08 SCHOOL YEAR**

COMMITTEES	MEMBERS	PURPOSE & FREQUENCY
Budget and Finance	Aline B. Johnson Ken L. Marlor	Reviews expenditures and provides budget advice to superintendent; meets approximately 16 times per year.
Facilities	John Wesley Mills Rosa T. Crocker	Update long-range capital improvement plan and review construction reports if applicable; meets approximately two times per year.
Policy and Legal	John Wesley Mills Rosa T. Crocker	Proposes policy revisions to the entire Board; meets approximately four times per year.
Programs and Planning	Rosa T. Crocker Merredith L. Gorfein	Considers revisions to school programs and processes; meets approximately four times per year.
Government and Community	Aline B. Johnson John Wesley Mills	Keeps board apprised of actions of the board of supervisors and community events; meets as needed.
Personnel	Aline B. Johnson Ken L. Marlor	Provides advice on personnel matters; meets as needed.

Source: RCPS Superintendent's Office, November 2007.

When combined with monthly regular school board meetings and other special meetings, these committee obligations require board members attend from 16 to 28 or more meetings a year. Compensation for board duties is \$50 per month with reimbursement for actual incurred travel expenses, if applied for by the individual member.

RECOMMENDATION 1-2:

Reorganize the school board standing committee activity into three standing committees and utilize ad hoc committees appointed by the chair (on an as needed basis) with task and time specific assignments.

The implementation of this recommendation should result in the establishment of three regular committees and the appointing of ad hoc committees when the need arises.

Each committee should be represented by two school board members. The three regular committees should assign liaison responsibilities to a specific staff member. The regular committees should include the Community and Governmental Relations, Budget and Finance, Strategic Planning and Policy, and Facilities Committees.

One board representative on the Budget and Finance Committee should also serve on the proposed joint County-Board Committee. This would reinforce a positive communications link with the Rappahannock County Board of Supervisors and ultimately provide a means to ensure that they have adequate information to support approval of important annual budget initiatives that may require additional fiscal commitments, deal with joint or shared services proposals, and address other issues of importance.

The first step in this process should include the development and adoption of a policy to govern the establishment and operation of each committee. This policy should address the following areas:

- Committee membership, composition, numbers, and length of terms.
- Responsibilities for school board members.
- Guidelines for any community members who may be involved.
- Relationship with the board of supervisors.
- Scope of responsibilities.
- Administrative support.

Exhibit 1-3 provides the suggested number of school board members for committee membership and the RCPS administrative position to serve as liaison. As shown in the exhibit, it is recommended that each committee have two assigned school board members. This structure would ensure opportunities for each school board member to serve on a committee.

**EXHIBIT 1-3
PROPOSED RAPPAHANNOCK COUNTY PUBLIC SCHOOL BOARD
REGULAR COMMITTEE STRUCTURE**

RECOMMENDED REGULAR BOARD COMMITTEES	NUMBER OF BOARD MEMBERS	STAFF LIAISON POSITION *
Budget and Finance	2	Director of Business and Finance
Facilities	2	Superintendent
Strategic Planning and Policy	2	Superintendent and School Board Clerk

Source: Created by MGT of America, November 2007.

*It is to be understood that the superintendent can be involved at any time.

The responsibilities for the school board should include:

- Selecting school board membership.
- Establishing the committee work plan and providing policy guidelines for meeting agendas that are developed in concert with the administration.
- Determining committee chairs who will facilitate the meetings.
- Permitting any school board member to attend any committee meeting (however, if more than two are to be present the meeting must be properly advertised).
- Ensuring that committee chairs make certain that all board members and other impacted parties are apprised of committee activity.

Community members who may be asked to participate in committee work should be:

- Experienced, open-minded, and interested in topics that come before the specific committee.
- Available to attend at least three-quarters of the scheduled meetings.
- Willing to provide input and offer recommendations to the committee for the full school board review and decision.
- Able to attend an orientation for serving on committees.

The staff liaison should be required to:

- Ensure that appropriate training is provided to all committee members and assigned staff.
- Record minutes as well as develop executive summaries of meetings and provide for their distribution to committee members and other school board members and impacted parties promptly following meetings.
- Work with committee chair(s) to form the committee agenda.
- Provide materials to the committee for review, approval, or work/study.

A brief description of each proposed committee is provided below:

- The Budget and Finance Committee gives the school board important input into budgeting and assists in providing full credibility in the development processes and final document. The Budget and Finance Committee may find it advantageous to invite representation

from the board of supervisors and Rappahannock County management so that they all may understand the unique needs of the school division.

- The Facilities Committee should assist in the preparation and oversight of implementation of the Capital Improvement Plan (see **Chapter 5** for a discussion of the CIP).
- The Strategic Planning and Policy Committee should allow for systematic board input on the development of all long- and short-term plans that support updating division goals and maintaining the policy manual. Division student enrollment projections; changes in technology needs; frequent modifications in laws and rules such as No Child Left Behind (NCLB), the Individual with Disabilities Education Act (IDEA), and Response to Intervention (RTI); and the Commonwealth of Virginia code require that the strategic documents be constantly reviewed and that the policy manual be updated on a regular basis.

Board Evaluation and Superintendent Evaluation Committees should be established on an ad hoc basis to function annually.

FISCAL IMPACT

This recommendation can be implemented with existing personnel at no cost and resulting in a reduced number of meetings assigned.

FINDING

The school board meets monthly, typically for approximately three to four hours, and appropriately conducts the business of the division. However, several members indicate that they seldom have time for informal discussions that allow for clarifying issues and other matters.

Many school boards throughout the United States and in Virginia conduct work sessions and have dinner, or supper, prior to their regularly scheduled meeting. Typically, the press is invited so as to ensure that all discussions are open.

RECOMMENDATION 1-3:

Consider scheduling an informal dinner meeting on board meeting evenings, including an invitation to the press.

Implementation of this recommendation should provide board members and invited guests a forum to gather on an informal basis and ensure that discussions are open and public.

The RCHS commercial food (culinary arts) service training program could provide the meal at a reasonable cost to the participants while providing the students an important opportunity to market their learned skills.

The school board should consider initiating this program in October 2008.

FISCAL IMPACT

This recommendation can be implemented at a minor cost to the participants dependant upon the cost of each meal as established by the RCHS culinary arts instructor and the students.

FINDING

The board has not completed a self-assessment of its performance in recent years and, therefore, lacks data to support training needs and other valuable performance information.

Best practices suggest that effective school boards and the boards of control of many other organizations improve their effectiveness by reviewing the results of self-appraisals on a regularly scheduled basis.

RECOMMENDATION 1-4:

Conduct a board self-assessment annually, prior to the annual reorganization meeting in January.

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

Exhibit 1-4 provides an example of a self-assessment instrument used by some boards of control.

EXHIBIT 1-4
SAMPLE BOARD SELF-ASSESSMENT INSTRUMENT

Meeting Evaluation

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

Adequate Needs Improvement

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

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

Source: Created by MGT of America, 2005.

This assessment could be completed online or in hardcopy by board members and submitted in advance of a work session to the board chair. The results could then be utilized to guide a discussion of board effectiveness.

FISCAL IMPACT

This recommendation can be implemented with existing resources at no additional cost to the division other than the time involved in conducting the self evaluation.

FINDING

The board assessment of the superintendent's performance has been conducted inconsistently and documentation of full board participation is lacking.

Board members report satisfaction with the superintendent's performance; however, best practices require that an annual performance review of all personnel of a school division or district should be conducted.

If the school board desires to develop a performance review instrument they can contact the VSBA for assistance.

RECOMMENDATION 1-5:

Conduct an assessment of the superintendent's performance annually with input from the full board.

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

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

Exhibit 1-5 provides an assessment instrument that should be modified to meet the school board needs. Revisions should include development of current performance standards as related to division goals and the establishment of measurable benchmarks to guide rating the superintendent's performance. The example contains a six-point rating scale with 1-2 meaning "Does Not Meet Expectations," 3-4 meaning "Meets Expectations," and 5-6 meaning "Exceeds Expectations."

The rating scale could be modified to reflect three levels with level 1 meaning does not meet the standard, level 2 meaning partially meets the standard, and level 3 meaning meets the standard or is making adequate progress towards meeting the standard. Provisions should be made for listing the evidence that supports the status of meeting goals or standards. A three-point rating scale would minimize variation among board member's rankings.

**EXHIBIT 1-5
SAMPLE SUPERINTENDENT OF SCHOOLS
PERFORMANCE RATING**

Performance Category	Rating					
<p>Overall Goals for Action Implementation The extent to which the goals for action are implemented.</p> <ul style="list-style-type: none"> - Accountability - Technology - 5 Rs - Governance <p>Comment:</p>	1	2	3	4	5	6
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<p>Student Achievement Improves system-wide student achievement as measured by the District's Student Assessment System.</p> <p>Comment:</p>	1	2	3	4	5	6
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<p>Fiscal Management Utilizes all available resources in the most effective and efficient manner. Develops a plan for a balanced budget. Seeks and obtains grants from local, regional, state, and national sources which support the District's Strategic Plan.</p> <p>Comment:</p>	1	2	3	4	5	6
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<p>Management of District Effectively manages the business and education operations of the District.</p> <ul style="list-style-type: none"> - Keeps all Board Members informed on issues, problems and needs related to the operation of the School System. - Works with the Board to plan the future direction of the School District. - Supports Board policy with the staff and public. - Holds senior staff accountable for managing their operations. - Works with the leadership of public and private agencies with which the District maintains partnerships. - Assures that District facilities are well maintained. <p>Comment:</p>	1	2	3	4	5	6
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<p>Public Engagement Regularly informs constituents on all aspects of the business and educational activities of the District.</p> <ul style="list-style-type: none"> - Builds an understanding of the issues facing the School District and the District's vision for improving the performance of student achievement. - Works effectively with public and private agency leadership. - Maintains and extends partnerships and collaborations with colleges and universities, business, civic, nonprofit, faith-based and philanthropic groups which enhance the goals of the District. <p>Comment:</p>	1	2	3	4	5	6
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**EXHIBIT 1-5 (Continued)
SAMPLE SUPERINTENDENT OF SCHOOLS
PERFORMANCE RATING**

Performance Category	Rating					
<p>Safety and Security Maintains a high level of safety and security for all students and employees.</p> <p>Comment:</p>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
<p>School Environment Ensures that educational programs optimize the use of all facilities within the system and that the school environment supports academic learning.</p> <p>Comment:</p>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
<p>Political Leadership Actively engages with other community leaders in enhancing the community. Creates, maintains and extends local and regional partnerships, which further the mission of the District.</p> <p>Comment:</p>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
<p>Personal Qualities Maintains high standards of ethics, honesty and integrity in professional matters. Defends principles and convictions in the face of pressure and partisan influence. Works and relates well with others.</p> <p>Comment:</p>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>
<p>Overall Evaluation</p> <p>Comment:</p>	1 <input type="checkbox"/>	2 <input type="checkbox"/>	3 <input type="checkbox"/>	4 <input type="checkbox"/>	5 <input type="checkbox"/>	6 <input type="checkbox"/>

Source: Created by MGT of America, 2005.

FISCAL IMPACT

This recommendation can be implemented with existing resources at no additional cost to the division other than the time involved in conducting the evaluation.

FINDING

School board meeting records are not secured in fire and storm protected storage units making them vulnerable to destruction should a disaster strike. Additionally, record storage of personnel, student, census and other valuable and historical documents are maintained in the attic of the transportation facility, at schools, and in the central office storeroom – all unprotected from various potential disaster situations.

The board clerk maintains both hardcopy and electronic copies of minutes. The hardcopies are placed in regular file cabinets and on shelves in a non-fire rated storage closet. The electronic copies are maintained on the clerk's computer hard drive.

The storeroom does have a sprinkler system, but is not fire rated and historical census records and division personnel records are also in regular file cabinets. Fires that cannot be brought under control within a reasonable period of time and/or severe weather could result in the loss of essential records. Best practices suggest that duplicates of valuable records should be kept off-premises in safe storage or maintained in fire-rated vaults or cabinets on premises.

RECOMMENDATION 1-6:

Purchase fire-rated storage and/or cabinets for storing official records of school board actions and develop and implement a plan for the destruction of old records and proper storage and protection of other records.

Implementation of this recommendation should result in the protection of important records. (See **Chapter 5** for a recommendation on disposition of records stored in the transportation facility area.)

The implementation of this recommendation should result in purchasing one four-drawer, fire-rated, lockable, storage file cabinet. This cabinet should be used to store old records that have not yet been submitted to the state archives for permanent storage. This should ensure that important documents will not be lost in the event of a severe catastrophe.

Current school board agendas and minutes, and other records that are now stored on the hard drive of the computer, can be duplicated onto CD-ROMs. The CDs could then be conveniently stored in a small, lockable fire-rated safe-box or placed in a bank safe deposit box or similar secure location.

FISCAL IMPACT

This recommendation could be accomplished by purchasing one four-drawer, fire-rated lockable file cabinet and one small, lockable fire-rated safe-box. Office suppliers sell file drawers meeting these requirements for approximately \$1,300, and stores such as Wal-Mart offer safe-boxes that could easily contain over 100 CDs at less than \$70. The total one-time cost of implementing this recommendation would be \$1,370.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase One Four-Drawer, Fire-Rated Lockable File Cabinet	(\$1,300)	\$0	\$0	\$0	\$0
Purchase One Small, Lockable Fire-Rated Safe-Box	(\$70)	\$0	\$0	\$0	\$0
TOTAL	(\$1,370)	\$0	\$0	\$0	\$0

FINDING

Rappahannock County and the school division share various services including HVAC, motor pool mechanic work, vehicle fuel storage and dispensing, and, in past years, facilities development.

The county and board share the HVAC employee, who services 17 facilities, on a 50-50 basis with the division actually obtaining closer to 60-70 percent of the employee's time. The school board provides a motor pool mechanic and shop area that services school buses and all county vehicles as well. Additionally, the school board purchases, stores, and dispenses fuel for all county and division vehicles, invoicing the county monthly for fuel consumption.

The cooperation that exists between the school board and the board of supervisors is commendable and represents significant efforts to use tax revenue efficiently.

COMMENDATION 1-A:

The school board and Rappahannock County are commended for having established shared HVAC, motor pool, and fueling services.

FINDING

The superintendent and the county manager meet periodically to discuss operational and fiscal matters. However, there is no evidence that additional progress has been made to expand shared services to other possible options to increase governmental efficiencies.

Services such as risk management and some human resources areas may be possibilities for further efficiencies and cost savings.

RECOMMENDATION 1-7:

Establish a joint administrative/board committee composed of one school board member, one county supervisor, the superintendent, and the county manager to review and recommend options for further development of shared services.

Implementation of this recommendation should result in a thorough examination of options for further joint services between RCPS and the board of supervisors.

The group should avoid the use of terms such as consolidated services or departments, as these suggest a take-over rather than efficient sharing of services. This, in turn, should result in a systematic review of potential shared services to determine ultimate feasibility. The types of services that should be examined could include the following:

- Building and grounds maintenance.
- Capital projects management.
- Technology applications.
- Records management.
- Risk management including related training.

- Staff development.
- Surplus property/storage/disposal.
- Workers' compensation.
- Purchasing/procurement.
- Human resources.

The complexities of human resource services within the contemporary school division lead one to believe that shared services in this area managed by the school division may be a major second step in an agreed upon venture. However, the ultimate determination of a recommended action should rest with the proposed committee.

FISCAL IMPACT

This recommendation can be implemented at no cost to the division or the county and could result in future savings and improved efficiencies. Implementation will commit the superintendent, county manager, and two of their respective board members to the time necessary to conduct this review.

1.3 Policies and Procedures

Policies and procedures are the means by which an organization can communicate expectations to its constituents. In addition, adopting policies and establishing related procedures provide the mechanism for:

- Establishing the school board's expectations and what may be expected from the board.
- Keeping the school board and the administration out of trouble.
- Establishing an essential division between policy making and administration roles.
- Creating guidelines within which people operate.
- Providing reasonable assurances of consistency and continuity in decisions.
- Providing a legal basis for the allocation of funds, facilities, and other resources.
- Facilitating and guiding the orientation of the school board members and employees.
- Acquainting the public with, and encouraging citizen involvement within, structured guidelines.

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

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

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

Each division school has a copy of the RCPS policy manual, as does the public library. The VSBA model version of the manual has also been placed online but the contents do not match the distributed hardcopy version.

Two school board members sit on a policy committee along with appropriate staff. They develop and/or review policies to be submitted to the full school board for review and approval through appropriate processes. Policies are overseen and managed in the superintendent's office by the school board clerk/secretary to the superintendent. The official policy manual is located with the clerk.

Exhibit 1-6 presents the RCPS policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 1-6
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION	SECTION TITLES	POLICY CODES
	Code Finder Index	n/a
	Introduction	n/a
A	Foundations and Basic Commitment	AA - AFA
B	School Board Governance and Operations	BB - BHE
C	General School Administration	CA - CM
D	Fiscal Management	DA - DO
E	Support Services	EA - EIB
F	Facilities Development	FA - FG
G	Personnel	GA - GDR
H*	Negotiations	None
I	Instructional Program	IA - INDD
J	Students	JB - JSF
K	School-Community Relations	KA - KQ
L	Education Agency Relations	LA - LI

Source: RCPS Board Policy Manual, November 2007.

* The Supreme Court of Virginia has stated that neither Virginia constitutional or statutory authority exists for school boards to enter into collective bargaining agreements with their employees.

The policies have been codified using the National School Board Association’s model, with specific model policy language procured from the VSBA. The policy manual is composed of 11 chapters or major classifications denoted as sections, each of which contains a detailed table of contents. Individual policies are coded within these A-L sections (chapters). The manual contains alphabetical subject and topical indices.

Exhibit 1-7 shows the revision status of RCPS Board policies. As can be seen, of the 338 policies reviewed only 23 provisions in the policy manual have not been reviewed or adopted within the required time limits of Commonwealth law. The majority of these are routine, historically unchanging provisions. These 23 include the following policies: BB, BDA, BDB, BBBA, BDDA, FB, FE, GCD, GCPD, GDD,GDPD, IEA,IEB, IGAG, IGBBA, JBA, KB, and KBE.

**EXHIBIT 1-7
REVISION STATUS OF RCPS BOARD POLICIES
OCTOBER 2007**

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:			
			PRIOR TO 2002	2002-05	2005-06	2006-OCTOBER 2007
A	Foundations and Basic Commitments	8	-	3	3	2
B	School Board Governance and Operations	35	6	10	12	7
C	General School Administration	15	1	3	5	6
D	Fiscal Management	23	-	8	9	6
E	Support Services	36	1	14	16	5
F	Facilities Development	9	2	2	5	-
G	Personnel	72	4	20	27	21
H	Negotiations *	-	-	-	-	-
I	Instructional Program	53	4	17	19	13
J	Students	51	1	19	12	19
K	School-Community Relations	25	2	4	9	10
L	Education Agency Relations	11	2	1	5	3
TOTALS		338	23	101	122	92

Source: RCPS Board Policy Manual, November 2007.

* The Supreme Court of Virginia has stated that neither Virginia constitutional or statutory authority exists for School Boards to enter into collective bargaining agreements with their employees.

FINDING

The school board has maintained and updated the policy manual in their schools and the public library; however, it does not match the version located on the division's Web site. Consequently, if the public depends on the Web version for information, they may be significantly misled.

The Web site version is composed of all the provisions, including both options of a provision if provided, that are submitted to the division by VSBA and are not the policies that have been reviewed and approved by the school board. Interviews with personnel reveal that the VSBA version was hurriedly placed on the Web site several years ago in order to be in compliance with Commonwealth law. Since then, the Web site has not been updated with the correct version because of reported time and cost constraints.

RECOMMENDATION 1-8:

Place the correct version of the policy manual on the division's Web site.

Accomplishment of this recommendation should result in the corrected version being scanned and placed on the division's Web site and it being updated as the board approves additional or revised provisions.

Work on this task should commence upon receipt of this recommendation and be scheduled to be completed within the next two-month period. Once this process is completed, the board chair and superintendent should assign the Web based policy manual maintenance responsibility to one staff member.

FISCAL IMPACT

This recommendation can be accomplished with existing resources; however, assigned division personnel can expect to commit approximately 16 hours of labor to the scanning and placement process.

The division's central office does not have a scanner; however, one can be borrowed from the high school and utilized to accomplish this task.

FINDING

RCPS Board policies that are based on federal mandates are not easily identified by board members and school division personnel.

School board policies are codified in an alphabetical system, as noted in **Exhibit 1-5**. The Commonwealth of Virginia Statute 22.1-253.13:7 provides, as previously stated, a variety of policy provisions that the school board must address and include in its policy manual. **Exhibit 1-8** shows samples of required state provisions that are addressed in the current policy manual, along with the specific code.

Additionally, federal law and related regulations require that local boards of education include other provisions. Some relate to IDEA, labor standards, NCLB, Family Medical Leave, and other topics. However, at present, school board members and school division personnel cannot easily identify those policies resulting from such requirements. If school board members or division staff are not specifically familiar with the state, federal, or other requirements, they cannot easily refer to the policy manual to see if the particular policy or issue is included.

**EXHIBIT 1-8
SAMPLE COMMONWEALTH OF VIRGINIA REQUIRED POLICY TOPICS
AND RELATED RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
SCHOOL BOARD POLICY**

REQUIRED TOPIC	APPLICABLE POLICY
Selection and evaluation of all instructional materials	IIA, IIAA, IIAB
Process for parents to address concerns related to the division	KL, KLB, GBLA
System of two-way communication between employees and school board	BG, GBB, GBD
Cooperatively developed personnel evaluation procedures	GCM, GCN, GDN
Grievance, dismissal, and other procedures	GBM, GBMA, GCDA, GCPD, GDPD
Standards of student conduct and attendance	JEA, JED, JFC, JFCA, JFCB, JFCC, JFCD, JFCE, JFCF, JFCJ, JFHA, EEACC
School-community communications and involvement	KA, KB, KC, KD, KG, KM, KMA
Guidelines encouraging parents to provide instructional assistance to their children	IGBC, IKA
Procedures for handling challenged and controversial materials	KLB

Source: RCPS Board Policy Manual, November 2007.

RECOMMENDATION 1-9:

Use asterisks to identify school board policies that are required by Commonwealth of Virginia code and other controlling regulations.

The implementation of this recommendation should result in placing an asterisk by the letter code of each policy that is required by Commonwealth of Virginia code and other controlling regulations. This should enable school board members, central office personnel, school-level employees, and other stakeholders to determine which policies must be developed and adopted by the school board. Furthermore, this coding system should make it easier for staff to readily identify important provisions that must be kept up-to-date and consistent with all requirements, thus increasing employee efficiency in this process.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional time commitment if accomplished while implementing **Recommendation 1-8**.

1.4 Legal Services

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

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

The Code of the Commonwealth of Virginia (22.1-82) provides authority for the school board to:

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

FINDING

RCPS legal services are obtained through private firms and attorneys. Expenditures have been kept to a minimum by limiting the use of services at school board meetings and through careful management of student hearings, special education protocols, and human resources.

Exhibit 1-9 shows the expenses as reported to MGT for a three-year period.

**EXHIBIT 1-9
LEGAL EXPENSES
2004-07**

VENDOR	2004-05	2005-06	2006-07	TOTAL
Keeler		\$825		\$825.
Lenhart			\$164.	\$164
Timberlake, Smith	\$1,722	\$4,913	\$5,890	\$12,525
VSBA	\$4,013	\$1,080	\$2,149	\$7,242
Warton, Aldhiz	\$21			\$21
Total	\$5,756	\$6,818	\$8,203	\$20,777

Source: RCPS Office of the Superintendent, November 2007.

While legal expenses have increased over the three-year period, the total cost for services is considerably less than those identified in other school districts and divisions.

COMMENDATION 1-B:

The school board and administration of RCPS are commended for containing legal services expenses.

FINDING

The RCPS Board does not have a written contract with attorneys providing routine legal services. Additionally, there is no record of the assessment of services, even though personnel and school board members report a high degree of satisfaction with the current providers.

While the costs for legal services are kept to a minimum in RCPS (see **Exhibit 1-9**), it is common practice to establish a contract with those attorneys or firms providing services. Periodically, the services should be reviewed and formally assessed by the school board and administration.

RECOMMENDATION 1-10:

Establish a written, school board–approved contract for legal services and assess those services annually.

The implementation of this recommendation should result in the creation of a standard contract for legal services. Such a contract should include provisions for standard hourly attorney, paralegal, and clerical fees, as well as any other cost items. Additionally, the types of services to be provided, including attendance at board meetings, student hearings, consultations, and contract reviews, should be addressed. The contract should state if services are being provided on retainer, on a simple hourly fee basis, or some combination of the two, and should include a termination clause.

This recommendation should be accomplished in 2008-09 school year.

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

1.5 Organization and Management

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

1.5.1 Division Organization

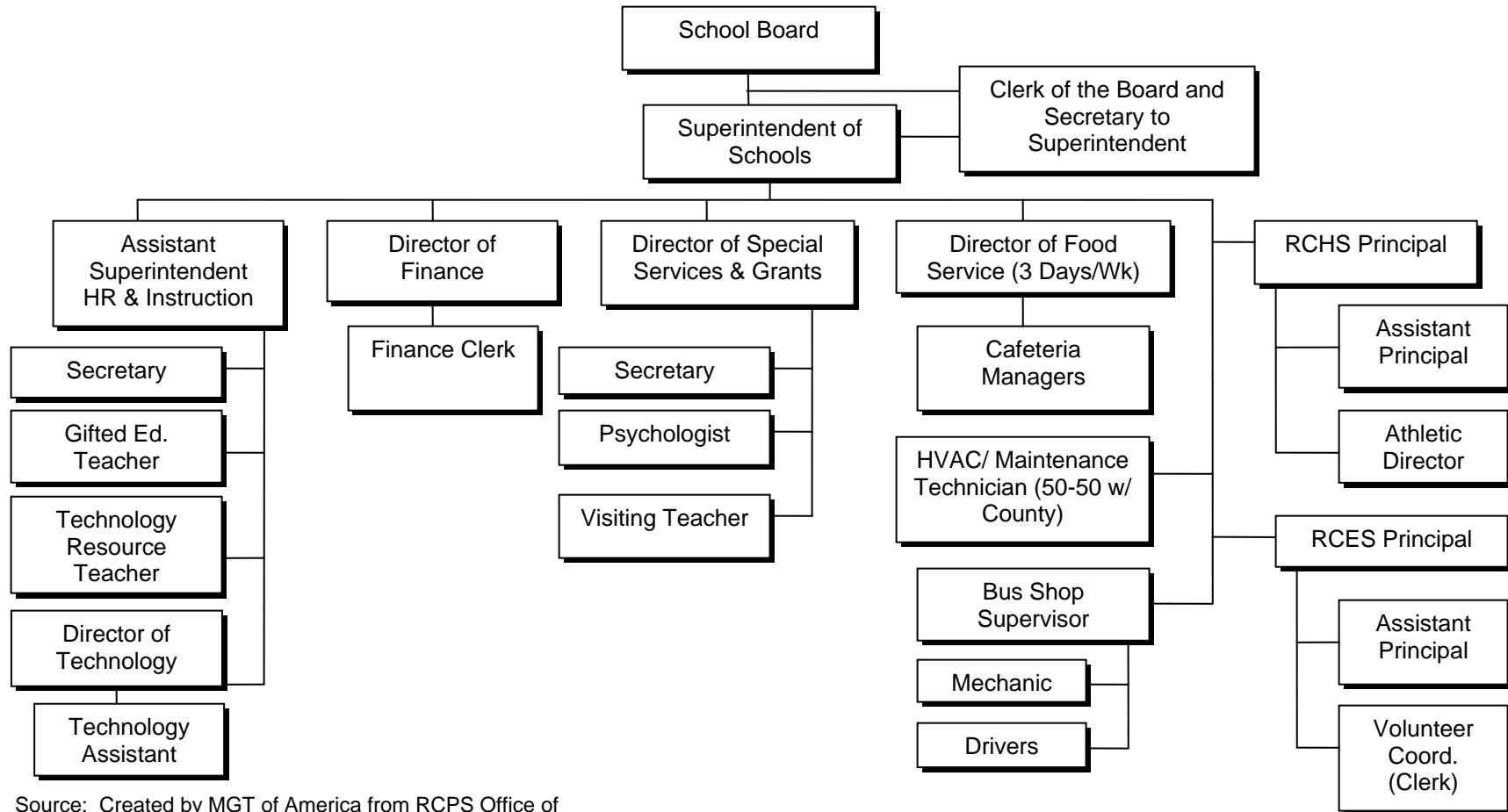
The executive and administrative functions of RCPS are managed through a system that is organized into line and staff relationships that define official spans of authority and communication channels.

RCPS has two primary layers within the central office. These minimum layers help ensure effective and efficient communication of information and decisions through the division and to the public; however, they create special challenges because of some broad spans of control. Maintaining a minimum number of layers requires the division to address issues related to span of control and to take actions to preclude the development of a large, bureaucratic-type central administration. The superintendent

and his executive staff have been reorganizing the central office, and this review takes recent reorganization actions into consideration.

RCPS is a relatively flat organization, as shown in **Exhibits 1-10** and **1-11**. **Exhibit 1-10** illustrates the organization as it existed during the onsite review; As shown in the exhibit, there are two primary layers of central office authority under the superintendent: the assistant superintendent for HR and Instruction and director positions along with personnel assigned various functions, for a total of nine direct reports along with supervisory responsibility over bus drivers.

**EXHIBIT 1-10
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
ORGANIZATIONAL CHART
NOVEMBER 2007**

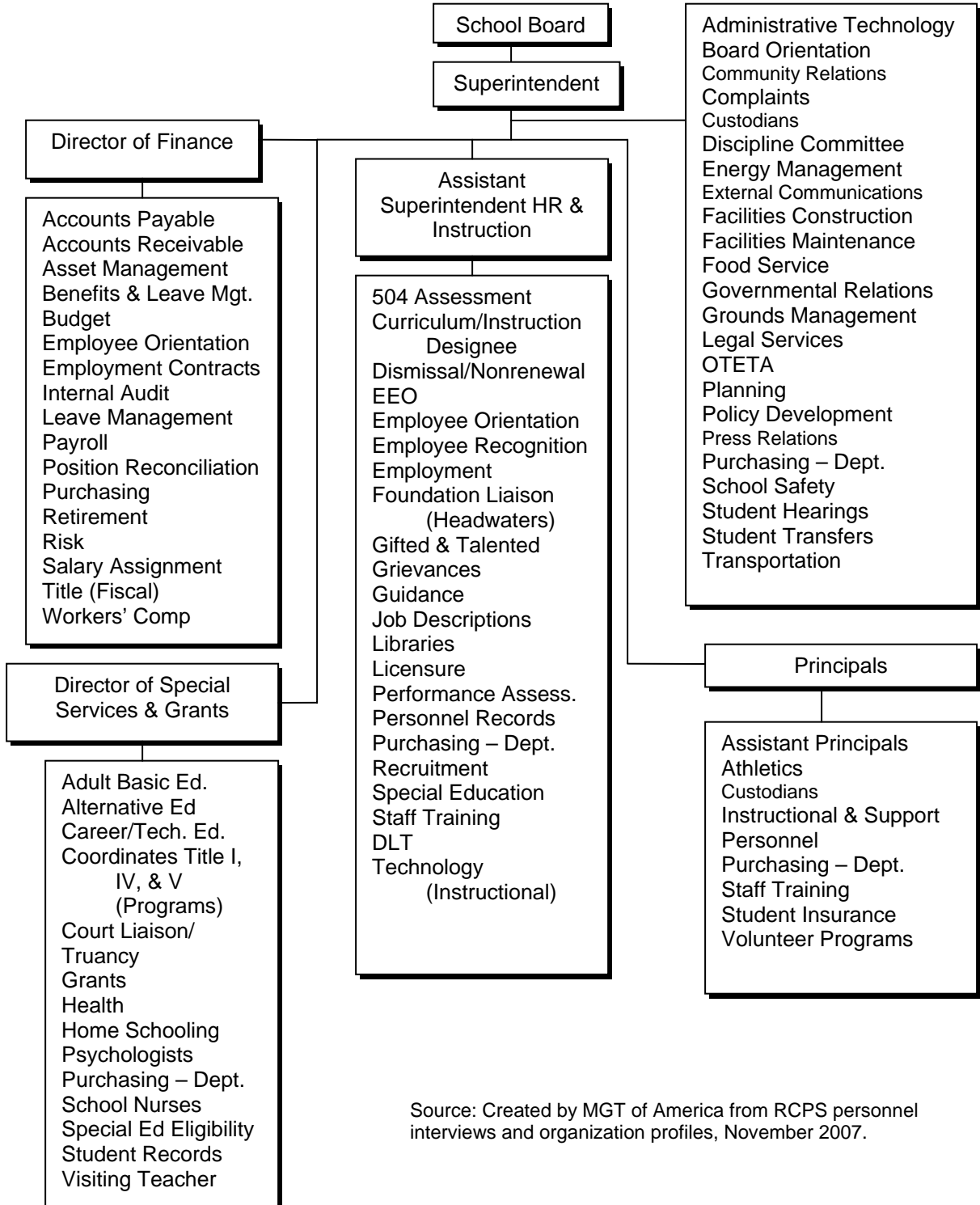


Source: Created by MGT of America from RCPS Office of Superintendent information, November 2007.

Exhibit 1-11 shows the current assignment of functions to each of the major departments. As indicated, the following assignment/alignment issues exist:

- Facilities-related functions are split between the superintendent and the principals with the superintendent providing primary supervision.
- Purchasing is conducted through all departments and schools.
- Some human resources functions, such as benefits and staff training, are shared with other departments and school principals.
- Insurance and risk issues are shared among departments and include student insurance, benefits, school safety, and others.
- Technology, while listed in the HR and Instruction department, is actually divided with administrative technology under the superintendent.

**EXHIBIT 1-11
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
FUNCTION ASSIGNMENTS
NOVEMBER 2007**



Source: Created by MGT of America from RCPS personnel interviews and organization profiles, November 2007.

FINDING

Workloads among the administrative and support staff are not fully aligned. **Exhibit 1-10** and **Exhibit 1-11** provide an illustration of the organization and assignments within the major operational areas of the division. As can be seen in the exhibits, several functions are not aligned to related areas and the superintendent has assumed some responsibilities that could be effectively managed by other positions. These incongruities include the assignment of:

- Food services.
- Purchasing.
- Staff training.
- Custodial services.
- Grounds maintenance.
- Some personnel functions.

RECOMMENDATION 1-11:

Reorganize and realign division responsibilities.

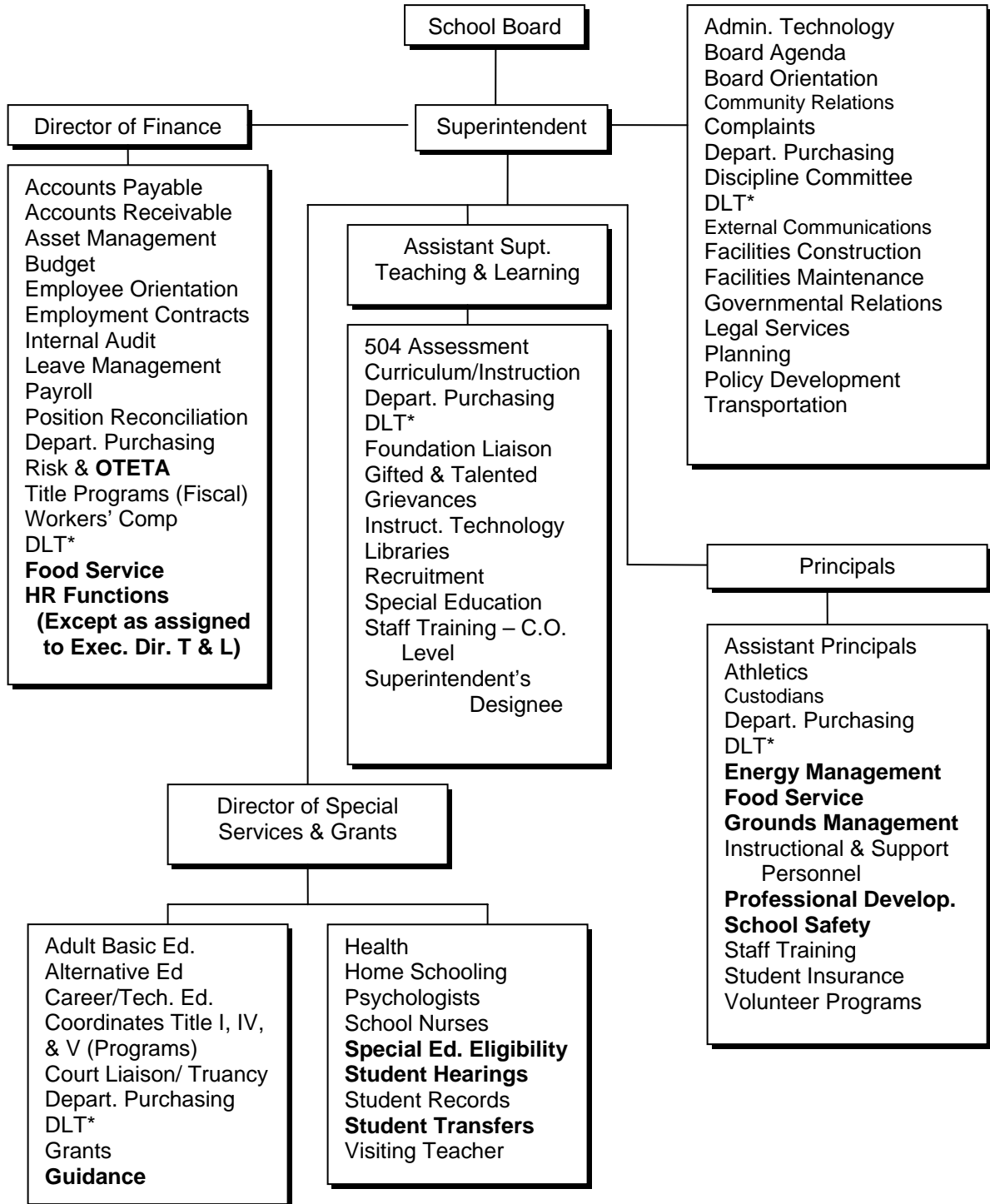
Implementation of this recommendation should result in the following modifications to the current organizational plan and assignment of functions to create better equalization of workloads:

- Reduces the direct reports to the superintendent from nine to eight by eliminating the food services manager position.
- Changes the title of the assistant superintendent for HR and instruction to assistant superintendent for teaching and learning.
- Reassigns responsibilities for all HR functions except recruitment and county office level training from the assistant superintendent for HR and instruction to the director of finance.
- Reassigns all risk related activity from the superintendent to the director of finance, except student insurance and school safety, which is assigned to the principals to manage for their respective schools.
- Reassigns food service from the superintendent to the elementary principal with a half-time clerical position assigned to the finance department and deleting one food service manager position and creating one food service assistant manager assigned to the high school (see **Chapter 8**, Food Services, for a detailed discussion of changes in food service organization).
- Reassigns energy management, grounds management, and school-level personnel training (professional development) from the superintendent to the principals.

- Reassigns student hearings and transfers from the superintendent to the director of special services and grants.
- Reassigns guidance and special education eligibility from the assistant superintendent position to the director of special services and grants.

Exhibit 1-12 shows the recommended assignment of functions, and **Exhibit 1-13** shows the recommended organizational structure. Changes in function assignments are noted in **bolded** font.

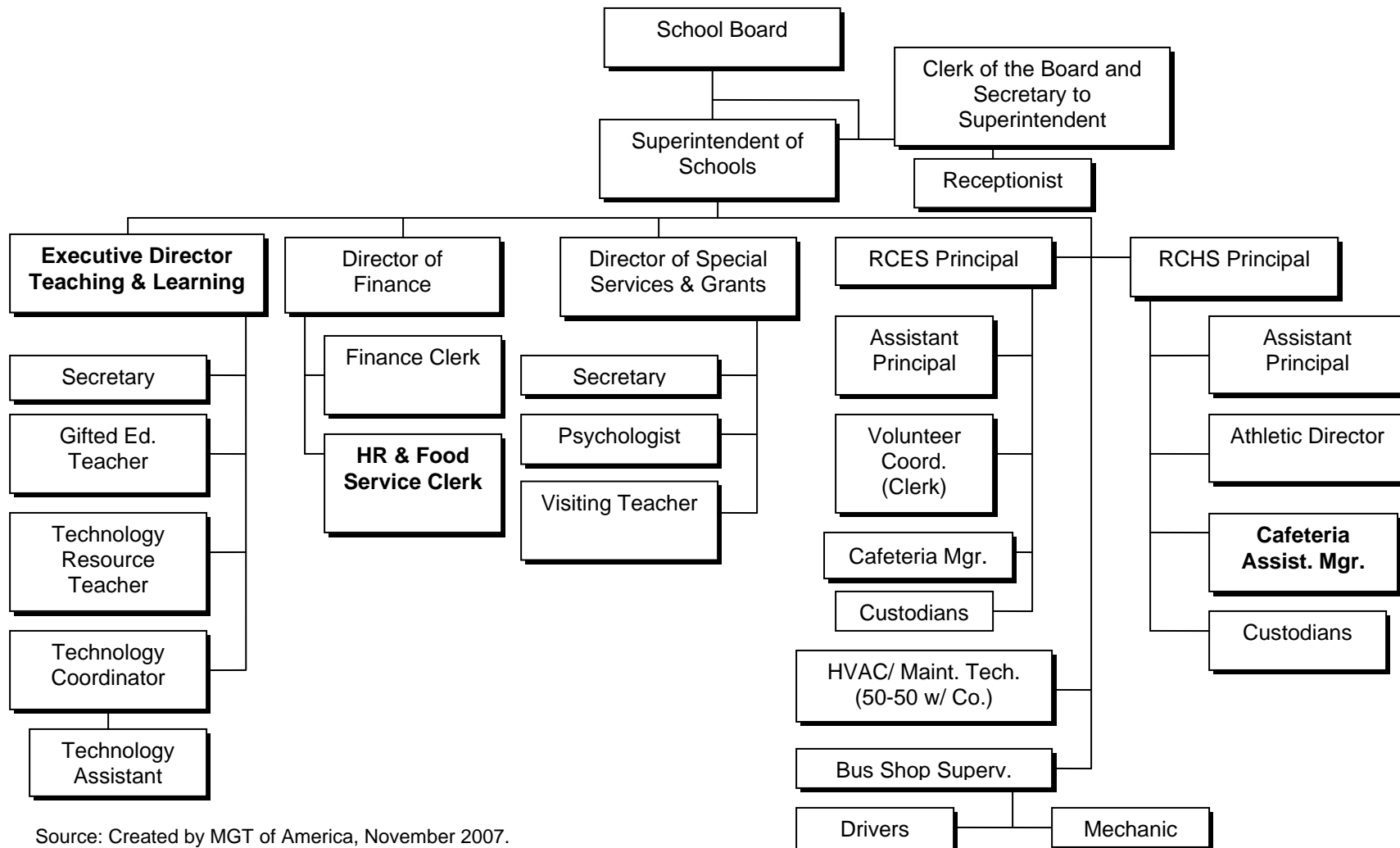
**EXHIBIT 1-12
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
PROPOSED FUNCTION ASSIGNMENTS
NOVEMBER 2007**



* Division Leadership Team (DLT)

Source: Created by MGT of America from RCPS personnel interviews and organization profiles, November 2007.

**EXHIBIT 1-13
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
PROPOSED ORGANIZATIONAL CHART
NOVEMBER 2007**



Source: Created by MGT of America, November 2007.

FISCAL IMPACT

The fiscal impact of the recommended changes reflected in **Exhibit 1-13** is reported in **Chapter 4**, Human Resources and **Chapter 8**, Food Services.

Changing the title of the current assistant superintendent position to executive director has no fiscal impact.

1.5.2 Decision Making, Communications, Planning, Accountability, and Management

Since 1987, the division has been lead by three superintendents: Dr. David M. Gangel from 1987 through 2002, Ms. Helen M. Williams, for 2002-03 school year as acting superintendent, and the current superintendent, Dr. Robert T. Chappell. This continuity of only three superintendents in a period of 20 years is unusual when compared with a national average of only three years tenure.

The current superintendent was appointed under the terms of an agreement dated December 10, 2002, for the 2003-04 school year and is currently contracted through 2009-10. The contract provides the terms and conditions for employment. The contract includes specific provisions for benefits and compensation increases consistent with those of RCPS teaching employees. Additionally, the school board authorizes a family health plan, Tax-Sheltered Annuity (TSA) plan, paid sick and annual leave, and other benefits available to 12-month employees of the school board. The contract in all respects is consistent with Commonwealth of Virginia law and sound business practice.

While other employees received pay increases for the 2007-08 contract year, the superintendent chose to continue without an increase in compensation.

The superintendent leads the division though a District Leadership Team (DLT), composed of the division level assistant superintendent and special services director, and meets each Monday. He meets with each principal weekly. Because of the small size of the division, the superintendent is responsible for a large number of functions (see **Exhibit 1-10**) and consequently meets almost daily with bus drivers, the maintenance employees, and other personnel. Responses to the survey statement, *School-based personnel play an important role in making decisions that affect schools in our division*, from RCPS personnel were much more favorable than those from other districts/divisions in the MGT database. While 60 percent of the central office administrators *strongly agreed* or *agreed* with the statement, only 48 percent of central office administrators in other districts/divisions *strongly agreed* or *agreed*. By the same token, 100 percent of RCPS principals and assistant principals *strongly agreed* or *agreed* while only 61 percent in other districts/divisions held the same belief. Fifty-one percent of the teacher responses in RCPS *strongly agreed* or *agreed* while only 35 percent in other districts/divisions concurred.

The school board and division have an adopted mission, related series of goals, and S-CP. The plan has been updated to reflect current school improvement needs.

The division is supported by an educational foundation, Headwaters, that has provided numerous programs to benefit students and support teaching.

FINDING

An education foundation, Headwaters, provides support for division education and students through several organized initiatives, and in 2006-07 raised in excess of \$140,000. The foundation expects to exceed that level of support in 2007-08.

The foundation has produced a very sophisticated and informative CD providing a review of its programs the impact they have had on the division and students. Included in the programs sponsored by the foundation are:

- Starfish Mentoring program fosters one-on-one mentoring relationships involving trained adult volunteers meeting regularly with youth, ages 6 to 18, and serving as role models and encouraging students to go on to post-secondary education.
- Next Step: The Rappahannock College and Career Access program, instituted in 2005 with a grant from the Jack Kent Cooke Foundation, in partnership with the RCPS faculty and staff and community members, ensures that students have the resources and other support to continue their education beyond high school.
- The Farm-to-Table program, a partnership among Headwaters, RCPS, and area organizations such as the Rappahannock County Farm Bureau, the Young Farmland fund, and Sunnyside Institute, supports various programs related to agriculture, including culinary arts and environmental science.
- Teacher mini-grants, since 1997, have funded over \$80,000 in awards for innovative programs to nearly 200 teachers.
- Six summer workshops for county students Grades 2 through 8 have been organized and cosponsored with community groups, Target Stores, and individuals.
- The Helen Williams Professional Growth Award, funded by contributions from community members to enhance faculty members by providing high quality, research-based professional development at no cost to participants. This has resulted in teachers attending professional development at Oxford in England, and many other prestigious institutions.
- Additionally, the foundation has sponsored an annual academic reception, the International Festival, the Teacher Appreciation Luncheon, and more.

COMMENDATION 1-C:

The educational foundation, Headwaters, is commended for providing significant support to RCPS and the students.

FINDING

While the education foundation provides significant support to the school division, there is a lack of evidence that the school division effectively communicates improvement needs as reflected in the S-CP document and adopted goals.

This can result in some support not being effectively aligned with identified and prioritized needs.

RECOMMENDATION 1-12:

Establish a four-member committee, composed of the foundation director, a foundation board member, a school board member, and the assistant superintendent to examine the division's prioritized needs and budget priorities, and recommending priorities for foundation support to this committee.

Implementation of this recommendation should result in ensuring effective communication of school division goals and improvement needs to the foundation administration and board for consideration when planning important support for RCPS.

This process should include a comprehensive review and evaluation of the division's S-CP and the impact of current Headwater's initiatives. Actions suggested in **Recommendation 1-13** should contribute to accomplishment of this recommendation.

FISCAL IMPACT

This recommendation can be implemented with existing resources and division employee time committed to this should be a routine part of their workload.

FINDING

MGT consultants were unable to identify a clear set of strategies to govern establishing a relationship between the comprehensive planning and the budget adoption processes. Further, the budget lacks clear evidence of focusing resources on planned priorities. As a result, the board and administration do not have a means for clearly stating to the public the consequences of budgetary limitations and the impact on teaching and learning.

The 2007-08 S-CP goals include the following eight areas of emphasis:

- Identify instructional targets for improvement using a system of multiple measurements of student achievement, data analysis, and dissemination. Institute a process for regular monitoring of instructional programs to ensure targets are achieved. Increase SOL pass rates, including "pass-advanced," at all grades, on all tests, for all groups. Monitor student progress on AP exams, Cambridge tests, and the SAT.
- Devise strategies to improve student performance in Mathematics.

- Meet “adequate yearly progress” (AYP) targets set by the federal government.
- Provide assistance necessary for 100 percent of June diploma candidates to pass all courses and meet all state requirements for graduation.
- Increase continuation rate (post secondary education) for all subgroups.
- Increase attendance and punctuality rates.
- Review and strengthen the system for regular and prompt communication within the schools (including faculty, staff, administrators, parents, and students), and with the wider community regarding school mission, goals, programs, and achievements.
- Ensure equitable access to technology for all instructional staff. Utilize technology to enhance instruction across all disciplines. Note: Many strategies will be utilized to achieve these goals, including strategies based on the use of technology.

While establishment of specific goals is a commendable activity, a lack of prioritizing is an impediment to developing effective budgeting, and financing their accomplishment.

RECOMMENDATION 1-13:

Develop a prioritized listing of long- and short-term goals and S-CP priorities that can be clearly reflected as priorities in the annual budget process and final document with accompanying funding strategies.

Implementation of this recommendation should contribute to streamlining the planning and budgeting processes. Additionally, establishing these priorities should result in data that should be helpful in fulfilling a portion of the actions in **Recommendation 1-12**.

This process should be initiated upon receipt of this report and approval of the recommended actions.

FISCAL IMPACT

This recommendation can be implemented with existing resources and division employee time committed to this should be a routine part of their workload.

FINDING

The projected workload for the superintendent in the RCPS Strategic–Comprehensive Plan is excessive.

Proposed revisions to the S–CP have been prepared by the DLT for submission to the school board for review, revision, and adoption in December 2007. This process was ongoing during the consultant’s onsite review week, October 29–November 2.

This 24-page plan contains 28 specific objectives and goal/activity areas with implementation strategies spanning from the 2007-08 through the 2012-13 school year, assigning responsibility for each initiative to identified individuals and/or groups. A careful review of the document shows that the superintendent is assigned direct responsibility for 23 of the 28 initiatives. The initiatives in the S-CP should be distributed in a more equitable manner to allow for the work of the plan to be carried out closer to the targeted areas identified in the plan. Having the responsibility for accomplishing the S-CP distributed among a broader base of participants allows for greater buy-in on the parts of RCPS stakeholders.

RECOMMENDATION 1-14:

Review the RCPS Strategic–Comprehensive Plan person/group responsibility assignments and reduce the direct involvement of the superintendent by at least 50 percent.

Implementation of this recommended action should reduce the workload of the superintendent and result in delegating some of his assigned coordination and task responsibilities to other personnel.

This recommendation should be accomplished upon approval of this report and within the first quarter of 2008-09.

FISCAL IMPACT

This recommendation can be implemented with existing resources by a review by the DLT in collaboration with the principals.

1.5.3 Public Information

Effective communication is a key aspect of developing and maintaining organizations that facilitate the realization of essential goals and objectives. Phillip Schlechty, in his publication, *Working on the Work (WOW)—An Action Plan for Teachers, Principals, and Superintendents*, continues his important theme that articulates his 12 standards for the WOW school. The underlying piece, as always, is fundamentally sound communications. The modern organization, having emerged to an age of producing results tailored to the individual client, must engage in effective communication to all stakeholders and, furthermore, produce needed responses in a timely fashion.

FINDING

The superintendent and administrative staff utilize printed media, e-mail correspondence, electronic newsletters, the division Web site, and personal involvement in the community, on a regular basis to communicate with the various publics.

School board policy KA, *Goals for School-Community Relations*, provides guidance and support for an extensive program of communications. The quantity and quality of these communications is exceptional given the small size of the RCPS division and lack of internal resources. Publications and activity include but are not limited to:

- A weekly public and staff information sheet that is sent via hardcopy and e-mail and contains a schedule of events, safety information, and other topics of current interest.
- A “Tuesday Folder” containing parent information that is sent to the two schools for distribution.
- A placement letter for gifted and talented.
- Eleven radio and television stations which are contacted when school closing information must be disseminated rapidly.
- Periodically, a printed newsletter, available for distribution.
- Annually, a color newspaper format media for countywide distribution, providing essential information related to the schools and division.

During the survey, RCPS personnel were asked to respond to the statement, *Parents/guardians receive regular communications from the division*. One hundred percent of responding central office administrators, principals and assistant principals strongly agreed or agreed and 91 percent of teachers strongly agreed or agreed. Furthermore, when asked to respond to, *Most parents/guardians seem to know what goes on in our schools*, One hundred percent of responding principals and assistant principals *Agreed or Strongly Agreed* and 69 percent of the teachers *Agreed or Strongly Agreed*. Only 43 percent of principals and assistant principals and 29 percent of teachers from other districts strongly *Agreed or Strongly Agreed*.

COMMENDATION 1-D:

The RCPS administration is commended for its communications to the various division publics.

1.5.4 School Organization and Management

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

RCPS provides instructional programs to students in one high school (Grades 8-12) and one elementary school (Grades K-7). The two schools are staffed with principal and assistant principal positions as well as activities/athletic, guidance, and library positions. **Exhibit 1-14** shows data related to various positions in RCPS as compared to five peer divisions.

**EXHIBIT 1-14
PEER SCHOOL DIVISIONS
STAFF ANALYSIS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	STUDENT ENROLLMENT	NUMBER OF SCHOOLS	TOTAL ADMINISTRATORS
Rappahannock	995	2	13.5
Bland	896	4	12.0
Mathews	1,255	3	13.65
Middlesex	1,337	3	17.0
Amelia	1,768	3	16.75
Division Average	1,250	3	14.58

Source: Virginia Department of Education Web site, 2006.

Exhibit 1-15 shows RCPS enrollment and the number of principal and assistant principal positions assigned to each school. These positions are included in **Exhibit 1-14**, the Total Administrators numbers.

**EXHIBIT 1-15
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS ENROLLMENT AND
SCHOOL PRINCIPAL AND ASSISTANT PRINCIPAL POSITIONS**

SCHOOL	ENROLLMENT OCTOBER 2007	POSITIONS	
		PRINCIPAL	ASSISTANT PRINCIPAL
Rappahannock County Elementary School: K-7	550	1	1
Rappahannock County High School: 8-12	393	1	1
Grand Total	943	2	2

Source: Prepared by MGT from RCPS data, October 2007.

FINDING

The administration of RCPS is consistent with and meets all state Standards of Quality (SOQ). Both schools are provided an assistant principal position to ensure adequate management of assigned programs and other functions recommended in this chapter. RCHS is provided an activities/athletic position (this position has assigned teaching duties as well).

When compared with the peer divisions, RCPS is staffed administratively below the average and meets all SOQ.

COMMENDATION 1-E:

The RCPS Board is commended for meeting all minimum Commonwealth school administrative staffing criteria set forth in the revised SOQ.

FINDING

The current process for projecting enrollment does not provide an accurate accounting of fluctuations in the student population.

Data to accurately project future RCPS student enrollment was not available during the onsite phase of the efficiency review process. However, 2007-08 student membership fell short of state projections by approximately 100, while the division's projects were short about 50 students.

Due to the small enrollment and the declining population of school-age youth, preparing accurate projections and related plans for staffing the schools is imperative.

RECOMMENDATION 1-15:

Immediately develop enrollment projections for the 2008-09 school year and the subsequent two-year period, and begin developing central office and school-level administrative, instructional, and support staffing plan options that anticipate the possible future further decline in student enrollment.

Implementation of this recommendation is extremely important to the overall planning processes for RCPS. Even if establishing accurate student enrollment projections continues to be problematic, the development of a series of staffing scenarios that respond to potential declines in enrollment should be a high priority.

MGT consultants suggest that staffing scenarios or options should be developed immediately upon approval of this report to reflect the following potential enrollment conditions:

- Elementary school decline to 525; high school decline to 370.
- Elementary school decline to 500; high school decline to 350.
- Elementary school decline to 475; high school decline to 330.

The options created should anticipate means for the high school to maintain a balance in course and program offerings for reduced enrollment, including the use of online instruction and other mediums including pairings with other divisions' schools. Reductions for the elementary school are less problematic; however, careful study of teacher-student ratios is essential. In this process the division may wish to evaluate the grade-level structure for the two schools in a effort to redistribute enrollment.

FISCAL IMPACT

This recommendation can be implemented with existing resources by a review by the DLT in collaboration with the principals.

FINDING

School-level student records are not secured in fire and storm protected storage units making them vulnerable to destruction should a disaster strike. This situation exists at both the elementary and high schools.

RECOMMENDATION 1-16:

Purchase fire-rated four-drawer cabinets for storing student records at each of the division's schools.

Protection of student cumulative records and other important documents at the school is an important task. These records would be nearly impossible to duplicate if destructed by fire, other disaster, or other means.

This recommendation should be acted upon as soon as possible.

FISCAL IMPACT

This recommendation could be accomplished by purchasing two four-drawer, fire-rated lockable file cabinets. Office suppliers sell file drawers meeting these requirements for approximately \$1,300. The total one-time cost of implementing this recommendation would be approximately \$2,600.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase Two Four-Drawer, Fire-Rated Lockable File Cabinets	(\$2,600)	\$0	\$0	\$0	\$0

2.0 FINANCIAL MANAGEMENT AND PURCHASING

2.0 FINANCIAL MANAGEMENT AND PURCHASING

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

- 2.1 Accounting
- 2.2 Budgeting and Planning
- 2.3 Purchasing
- 2.4 Risk Management
- 2.5 School Activity Fund Accounting

CHAPTER SUMMARY

MGT found that the division provides adequate oversight of its financial operations. The finance staff at the central office level as well as school bookkeepers have heavy workloads, but do a remarkable job in providing fiscal oversight.

A central theme to many of the findings presented in this chapter relates to central office finance staff not being able to perform some key responsibilities because of either manual and cumbersome processes or because they handle responsibilities that would be better placed elsewhere in the organization.

MGT has therefore recommended improvements to the purchasing and payroll processes, as well as moving personnel responsibilities to the human resources department. This re-alignment should enable the finance department staff to conduct more oversight of the Student Activity Fund accounting processes, provide more central oversight for the procurement process, and develop division-wide bids for bulk purchases to obtain better pricing for items.

The key commendation reported in this chapter is as follows:

- RCPS administers an employee catastrophic sick leave bank that ensures that employees will be protected financially in the event of a major illness or injury. **(Commendation 2-A).**

This chapter contains the following key recommendations:

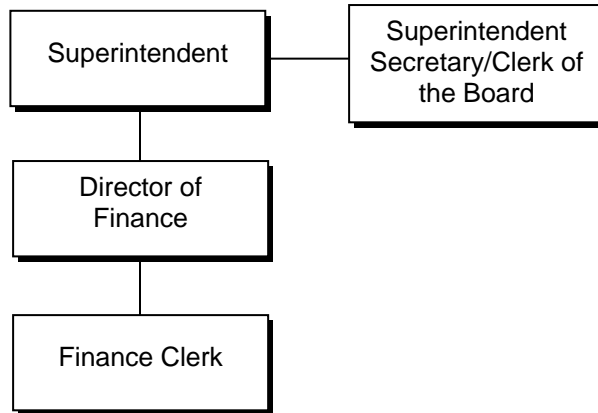
- Allow schools and departments to have look-up access to the central accounting system **(Recommendation 2-1).**
- Secure payroll and accounts payable checks **(Recommendation 2-2).**
- Establish the necessary funding to hire a third party administrator and an independent auditor for the division's Section 403(b) deferred compensation plan **(Recommendation 2-3).**

- Encourage more employees, including substitutes and school board members to sign up for direct deposit for their monthly paychecks (**Recommendation 2-4**).
- Streamline the payroll process by setting up substitutes in the payroll system as “permanent” substitutes (**Recommendation 2-5**).
- Eliminate the duplicative practice of manually tracking employee leave (**Recommendation 2-6**).
- Realign duties among the finance and human resources departments to provide for better internal controls (**Recommendation 2-7**).
- Develop a process that connects the division’s long range planning efforts to its budget priorities (**Recommendation 2-8**).
- Involve the finance director in the budgeting process (**Recommendation 2-9**).
- Give schools and departments access to the central accounting system and require that they enter purchase requests into the system to be properly encumbered (**Recommendation 2-10**).
- Develop a centralized procurement process to allow the division to consolidate bids for the purchase of bulk items and to take advantage of discounted prices provided through purchasing cooperatives (**Recommendation 2-11**).
- Establish procedures to improve oversight of the school division’s compliance with the RCPS Board policies related to vendor background checks and clearances (**Recommendation 2-12**).
- Create a procedure by which to ensure that all purchases have gone through the appropriate process of obtaining bids and quotes prior to being submitted for approval (**Recommendation 2-13**).
- Develop a business continuation plan for division financial operations (**Recommendation 2-14**).
- Develop and implement asset tracking procedures (**Recommendation 2-15**).
- Implement fuel inventory check processes (**Recommendation 2-16**).
- Obtain an automated, integrated accounting system for use in the schools for Student Activity Funds (**Recommendation 2-17**).
- Provide oversight for the Student Activity Fund accounting functions (**Recommendation 2-18**).
- Develop investment policies applicable to Student Activity Fund deposits (**Recommendation 2-19**).

2.1 Accounting

RCPS's finance and accounting functions are performed by central office staff in the finance department and at each of the schools by school bookkeepers. **Exhibit 2-1** below shows the organizational structure and staffing of the finance department.

**EXHIBIT 2-1
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
FINANCE DEPARTMENT ORGANIZATION**



Source: RCPS Organizational Structure, July 2007.

The centralized accounting functions of budget preparation and monitoring, general ledger accounting, financial reporting, accounts payable, payroll and grants accounting are performed by the director of finance or the finance clerk. In addition, these two individuals also perform some personnel tasks such as benefits administration, employee contract management, and administration of the employee health plan.

RCPS is considered a component unit of Rappahannock County. This is to say that the school division is a legally separate entity, having its own elected governing board, but operating under the supervision of county government. As a result, the school division holds no cash funds or owns no assets. The county treasurer maintains custody of school division and food services cash and invests the funds accordingly. RCPS receives no interest income from the investment of its surplus cash balances.

RCPS uses an accounting system called Xpert, developed and supported by a company named RDA Systems, Inc. The division uses the general ledger, payroll, and human resources modules of Xpert.

Because of the division's size, many accounting and finance tasks have been decentralized to schools and to the food services manager. For instance, school bookkeepers are responsible for procurement, budget monitoring, Student Activity Fund accounting, and payroll timesheet preparation.

The food services manager is responsible for preparing payments for cafeteria employees as well as food vendors.

All checks, with the exception of Student Activity Fund checks which are disbursed by each school bookkeeper, are prepared and sent to the county for the Rappahannock County Treasurer's signature.

FINDING

The division has established a sick leave bank to protect employees from catastrophic illnesses or injuries that result in depletion of their accumulated leave balances.

RCPS Board policy GCBG established the leave pool, which requires that all participating employees donate one day to the pool each year. In addition, employees who have unused sick leave balances upon termination of employment with the division have their remaining sick leave days transferred to the pool. The pool is limited to a total of 300 hours, so if the pool is full, employees are not required to make the annual donation.

To be eligible for use of the sick leave pool days, an individual must first have depleted their personal leave balances (general, sick, and annual), and must submit a request to use pool hours in writing.

Exhibit 2-2 below summarizes activity in the pool for the 2006-07 fiscal year. As shown in the exhibit, participating employees were not assessed during the year because of adequate contributions by new members and from unused leave from terminating employees. According to finance department staff, aside from the initial one-day contribution required upon entering the pool, the division has not needed to assess the annual donation required from participants.

**EXHIBIT 2-2
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
REPORT ON SICK LEAVE BANK
AS OF JULY 1, 2007**

DESCRIPTION	HOURS
Beginning balance July 1, 2006	300.00
Sick leave bank time used	-232.25
New member contributions	+13.00
Donations of unused leave from terminating employees	+262.75
Hours in excess of 300-day limit	-43.50
Balance June 30, 2007	300.00

Source: Report on Sick Leave Used, RCPS Accounting Department, June 30, 2007.

Detail of the sick leave report shows that during 2006-07, a total of six employees used the 232.25 pool days; the lowest amount used by a single employee was 17 days, while the highest amount used was 133.75 days.

Although participation in the pool is voluntary, finance staff told the review team that all but one employee is participating in the pool.

COMMENDATION 2-A:

The division has established an innovative way to take care of employee catastrophic sick leave needs.

FINDING

RCPS uses duplicative accounting systems for monitoring expenditures and budget balances at the school level.

An official record of school and department expenditure and other financial activity is maintained centrally by the finance department on the Xpert accounting system. Each month, the finance department sends a budget report to the schools showing their respective financial activity, detailed account coding for expenditures and revenues, and remaining budget balances.

Because it is necessary to maintain close scrutiny of accounting activity, each school bookkeeper maintains a separate set of accounting records so that they have real-time knowledge of account balances. The high school maintains its financial records on an automated system designed for small business use, and the elementary school maintains its accounting activity and balances in hand-written ledgers.

When either school issues a purchase order, each bookkeeper records the transaction into their respective school-based system. When the bookkeepers receive their monthly reports from the central finance department, they reconcile their stand-alone systems with the division's reports.

This practice is cumbersome and time consuming for the school bookkeepers.

Many school districts and divisions allow schools and departments to have look-up access to their budgets. This access can be restricted by fund or account code so that users can only view the budgets for which they have authority to view. This alleviates the necessity for maintaining dual accounting systems, thus freeing the bookkeepers to perform other responsibilities.

RECOMMENDATION 2-1:

Allow schools and departments to have look-up access to the central accounting system.

The division's current accounting system has the capability of allowing school and department users to have look-up access to their funds and accounts. The division should request that the system vendor assist in allowing this access.

FISCAL IMPACT

The fiscal impact in the implementation of this recommendation will be limited to the time needed by finance department staff to perform an assessment to determine how much additional hardware, if any, will be required to install the Xpert system at each of the schools.

FINDING

Payroll and accounts payable check supplies are not secured.

RCPS' check stock used to pay vendors and employees are not properly secured.

The RCPS finance office is located in the back of the division administration building, which over the course of the day, has a high volume of foot traffic. While conducting the onsite visit, the review team observed a high volume of foot traffic through the building including job applicants, parents, children, and employees from schools and other departments. In addition to front-door access to the administration building, the facility can be accessed through rear entrances where the transportation department is housed. In addition, the food services manager maintains a separate supply of checks which are located in the division's front office.

The failure to secure blank check stock places the division at risk of having checks stolen and forged, resulting in a potential loss of funds. A common practice for securing check stock and other valuable or confidential information is to place such items in a locking cabinet or storage vault.

RECOMMENDATION 2-2:

Secure payroll and accounts payable checks.

The division should purchase a locking file cabinet that can be used to store all check stock and other valuable items. The file cabinet can be placed in the finance director's office where the check stock is currently stacked in boxes on the floor. To ensure proper controls over the checks, only the finance director and the finance clerk should have access to the cabinet and it should be kept locked at all times.

FISCAL IMPACT

It will cost approximately \$300 to purchase a locking file cabinet that can be used to store the division's blank check stock.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Secure Check Stock In Locking File Cabinet	(\$300)	\$0	\$0	\$0	\$0

FINDING

Upcoming changes in Internal Revenue Service (IRS) regulations related to deferred compensation plans under Section 403(b) of the Internal Revenue Code will create a significant work load increase in the administration of the division's deferred compensation plan.

RCPS currently offers employees the opportunity to participate in its deferred compensation plan, referred to as a 403(b) plan. Under 403(b) plans, employees in

certain fields such as education and healthcare can have monthly payroll deductions transferred into a type of retirement plan called a deferred compensation plan. The benefit to the employee is to accumulate funds in addition to regular retirement funds that are not taxed at the time of transfer and accumulate interest earnings that are also untaxed. The employee only pays tax upon withdrawal of the deferred funds at retirement.

Under current IRS regulations for 403(b) plans, employees can deal directly with financial services companies to invest their funds. Employers are not required to administer 403(b) plans and the reporting of such plans is relatively simple. In addition, employers currently are not required to have an independent audit of their 403(b) plans.

RCPS does require that financial services companies file a Hold Harmless Agreement with the division.

Beginning in January 2008, the IRS will be requiring that employers exert more centralized control over 403(b) plans. This includes monitoring investment companies and filing reports with the IRS. In addition, employees' autonomy will be limited, resulting in additional responsibilities to employers.

Though 403(b) reporting is currently not a complicated process, proposed Internal Revenue Service regulation changes will make the administration and reporting requirements of these deferred compensation plans more complicated and costly to employers.

RECOMMENDATION 2-3:

Establish the necessary funding to hire a third party administrator and an independent auditor for the division's Section 403(b) deferred compensation plan.

With the proposed added reporting and testing requirements for 403(b) plans, the division will benefit from the advice and consultation of an outside third party administrator. Although there will be a cost associated with outsourcing this responsibility, doing so will increase the accountability of this function and will allow the accounting department to perform additional responsibilities.

FISCAL IMPACT

There will be a fiscal impact in hiring a third party administrator to administer the division's deferred compensation plan. However, it will be difficult to determine what this cost will be until a Request for Proposals is issued and the scope of services determined. In addition, some third party administrators require additional compliance testing be conducted upon taking over administration for plans that have previously been self-administered.

FINDING

Less than 50 percent of RCPS employees are taking advantage of direct deposit and no board members are using direct deposit.

Direct deposit programs allow employees to have their net paycheck amounts deposited directly into a bank account at a bank of the employee's choice, thus eliminating the need for the employer to issue a check.

Studies have shown that organizations that use direct deposit effect not only cost savings from the elimination of check stock and reduced processing fees, but efficiency savings as well. Some of the benefits associated with automatic direct deposit include:

- Fewer checks to print and store.
- Facsimile signature security isn't necessary with direct deposit since no signatures are required.
- Lost and stolen checks are eliminated.
- Financial institution service charges are reduced; typically, it costs more to process a paper check through an entity's bank account than a direct deposit transaction.
- Account reconciliation is simplified.
- Fraud is reduced because there is less potential for counterfeit checks, stolen checks or signature plates, altered amounts, and forged signatures.
- Administration costs can be lowered due to the elimination of manual check preparation.

Although the cost savings associated with using direct deposit would not have a significant effect on RCPS, the division would benefit from the increased efficiencies associated with direct deposit.

In addition to the benefits of automated direct deposit for employers, there are several advantages for employees as well, including:

- Eliminating a trip to the bank to deposit a paycheck.
- Having access to payroll funds sooner since the funds are deposited automatically, sometimes the day before payday.
- Having access to funds while the employee is out sick, on vacation, or otherwise not at work.
- Eliminating the potential of having a paycheck lost or stolen.

Many entities are now requiring that all employees sign up for direct deposit. Smyth County Public Schools (Virginia), for example, established a mandatory direct deposit program in 2002. This program has resulted in cost and efficiency savings for the division.

RECOMMENDATION 2-4:

Encourage more employees, including substitutes and school board members to sign up for direct deposit of their monthly paychecks.

The superintendent and the finance director should coordinate a program that encourages employees to sign up for direct deposit. The program should include adding information on the division's website, distributing pamphlets that educate employees on the benefits of direct deposit, and encouraging employees to sign up for direct deposit during open benefits enrollment and new employee orientation.

FISCAL IMPACT

Many entities report savings from not having to process paychecks and reduced banking fees. However, such savings in RCPS would accrue to the county.

For RCPS, implementing this recommendation will result in efficiency savings for the division.

FINDING

Although RCPS has an automated payroll system, the payroll preparation process is largely a manual process that is time consuming and cumbersome.

The division's payroll system is a "pay by exception" system. That is, all employees are scheduled to receive the same amount of pay each month *except* when they take leave or have some other situation in which they would not receive their regular pay. A pay by exception system streamlines the payroll process because if an employee works their regular hours, nothing has to be entered for that employee in order to be paid. It is only when an employee is out on leave or has other unusual situations that affect their pay that data has to be entered into the payroll system. Most employees in RCPS are set up as pay by exception since even hourly employees have contracts that spell out when they will work.

Each school and department prepares a summary time report that gets sent to the finance department for entry to the payroll system. The time reports, prepared in an Excel worksheet, have employee names listed across the left margin and the type of leave taken listed across the top. The school bookkeepers note on the report the days and amount of time an employee is out on leave, also noting the type of leave taken. In the case of teachers, food services workers, or custodial employees who require a substitute when a regular employee is out, the substitutes' names and dates worked are included in the time report so that finance staff knows how much to pay substitute workers.

A review of payroll documentation revealed that finance department staff perform manual calculations for substitute workers and even prepare hand-written reports for payroll. Not only is this cumbersome, but it could also lead to errors.

Streamlining the payroll process for substitute workers would allow the finance department to perform more oversight functions.

RECOMMENDATION 2-5:

Streamline the payroll process by setting up substitutes in the payroll system as “permanent” substitutes.

By establishing substitute employees in the payroll system, the finance department staff would not be required to enter payroll data each time that a substitute is to be paid.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. However, implementing this recommendation will result in efficiency savings for the division.

FINDING

RCPS’ process for accounting for and tracking employee leave is a duplicative and time consuming process.

Employees turn in leave forms showing the days they took leave, the reason for the leave (vacation, sick, etc.), and have a supervisor approve the leave form. Each school bookkeeper then compiles a timesheet showing each employee’s leave and noting whether a substitute was necessary to cover for the employee on leave. This form is turned into the finance department where it is then entered on the computer system. The division’s current accounting and payroll system tracks leave balances by employee and prints a summary of leave remaining on the employee’s pay check or statement of earnings (for those employees receiving payment by direct deposit). However, finance department staff also records each employee’s leave detail to a manual log in addition to the automated log. The purpose for this is to provide a double check on the leave detail and remaining balances for each employee.

This additional step of manually recording employee leave in a hand-written log is time consuming and unnecessary. Each employee is responsible for reviewing the summary of leave provided to them each pay period, and informing the finance department staff in the event of an error. Should an error occur, the actual employee leave reports in addition to the timesheet summaries provided by each school can serve as the backup to investigate errors.

RECOMMENDATION 2-6:

Eliminate the duplicative practice of manually tracking employee leave.

Eliminating the duplicate manual entry of employee leave will free up valuable time for the finance department staff to spend doing more important functions. Employees should be reminded from time to time that it is their responsibility to review their leave balances and inform finance staff of any errors detected.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. However, implementing this recommendation should result in increased efficiency for the finance department.

FINDING

RCPS finance staff performs some functions that are not finance or accounting related. These functions are primarily personnel responsibilities that include:

- Conducting new employee orientation.
- Performing open enrollment each year to allow employees to sign up for health and elective benefits.
- Administration and oversight of the division's health plan.
- Preparing and distributing employee contracts.
- Administration of the Consolidated Omnibus Budget Reconciliation Act (COBRA).

New employee orientation consists of meeting with newly hired employees to provide an overview of working in the division and informing them of important policies, goals, and cultural expectations. In addition, it is during new employee orientation that the employees learn the system of payroll, time reporting, pay periods, and benefits. Employees must also complete and turn in important paperwork such as IRS I-9 forms and W-4 forms for payroll withholding. Employees also receive an explanation of the benefits available to them, safety plans, and COBRA notification.

It is during new employee orientation that employees enroll in the division's health insurance plan as well as other voluntary and elective benefits. It is important that employees understand the benefits available to them, since this has an impact on their entire family and generally they are not allowed to make changes until the next open enrollment.

Open enrollment is for all employees to sign up for the benefits they choose for the upcoming year. During open enrollment, the finance department informs employees of any changes in plan benefits or coverage, and ensures that each employee has filled out the proper paperwork. Finance staff also answers questions in the event that an employee is confused about any of the options available to them.

Finance staff is also responsible for administering the division's health plan. This entails coordination with the plan provider, ensuring that employees who have signed up for the plan are indeed covered by the plan, and that proper billing is taking place. Often, if employees have an issue with medical coverage or billings, finance department staff intervene to ensure employees receive proper coverage.

The preparation of teacher and other employee contracts involves preparing each contract, reviewing each contract to ensure that payment and employment terms are

correct and distributing contracts to employees for signature. Contract administration also entails tracking each contract to ensure that the employee signs it and returns it in a timely fashion.

COBRA is a federal requirement that gives workers and their families who lose their health benefits the right to choose to continue group health benefits provided by their group health plan for limited periods of time under certain circumstances such as voluntary or involuntary job loss, reduction in the hours worked, transition between jobs, death, divorce, and other life events. Qualified individuals may be required to pay the entire premium for coverage up to 102 percent of the cost to the plan.

COBRA generally requires that group health plans sponsored by employers with 20 or more employees in the prior year offer employees and their families the opportunity for a temporary extension of health coverage (called continuation coverage) in certain instances where coverage under the plan would otherwise end.

Processes in RCPS require that all newly hired employees be informed of their COBRA rights, in addition to informing eligible terminating employees of their rights under the COBRA federal requirements.

While many of the personnel functions mentioned above have a financial or accounting aspect to them that should be performed by the finance department, having one department oversee the entire process such as it is now creates the risk of any errors or irregularities going undetected.

To increase internal control, a common practice in many organizations is to separate administrative functions from the financial functions.

RECOMMENDATION 2-7:

Realign duties among the finance and human resources departments to provide for better internal controls.

Finance staff should provide an oversight function for the tasks mentioned above, but the Human Resources Department should be the primary administrator of the functions.

Not only would separating these functions provide better internal controls, it would free the finance department staff to conduct more oversight of such functions, which really is their proper role.

FISCAL IMPACT

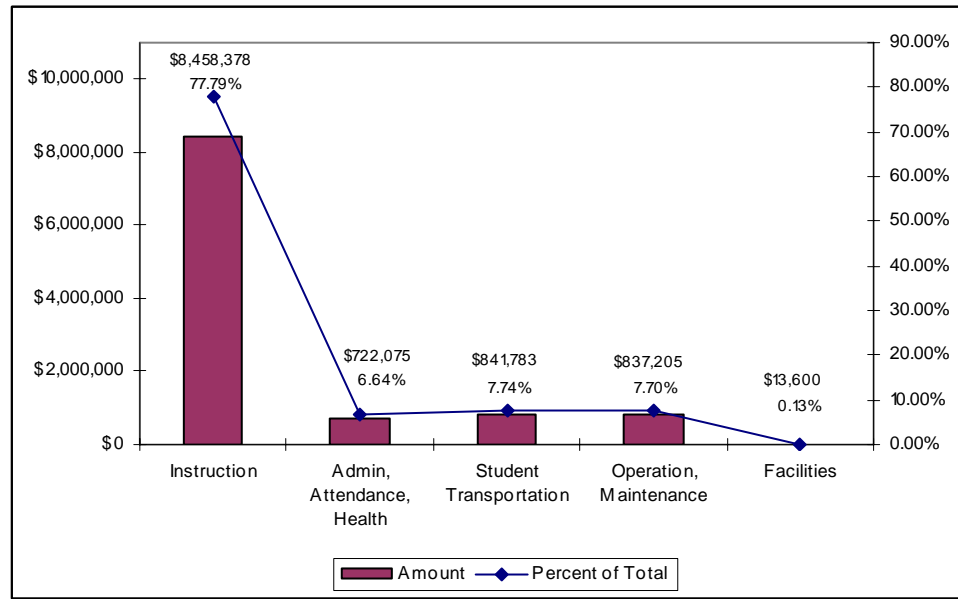
There is no fiscal impact associated with this recommendation. However, implementing this recommendation should result in increased efficiency for the finance department.

2.2 Budgeting and Planning

RCPS had a student membership of approximately 1,000 as of the September 30, 2006 count, and a 2006-07 general fund budget of \$11 million. The September 30, 2007 student membership count amounted to 943, a reduction of almost 6 percent.

Exhibit 2-3 shows the breakdown of the 2006-07 budget. The largest category of expenditures, at 78 percent of the total general fund, is for instruction.

**EXHIBIT 2-3
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
2006-07 GENERAL FUND BUDGET**



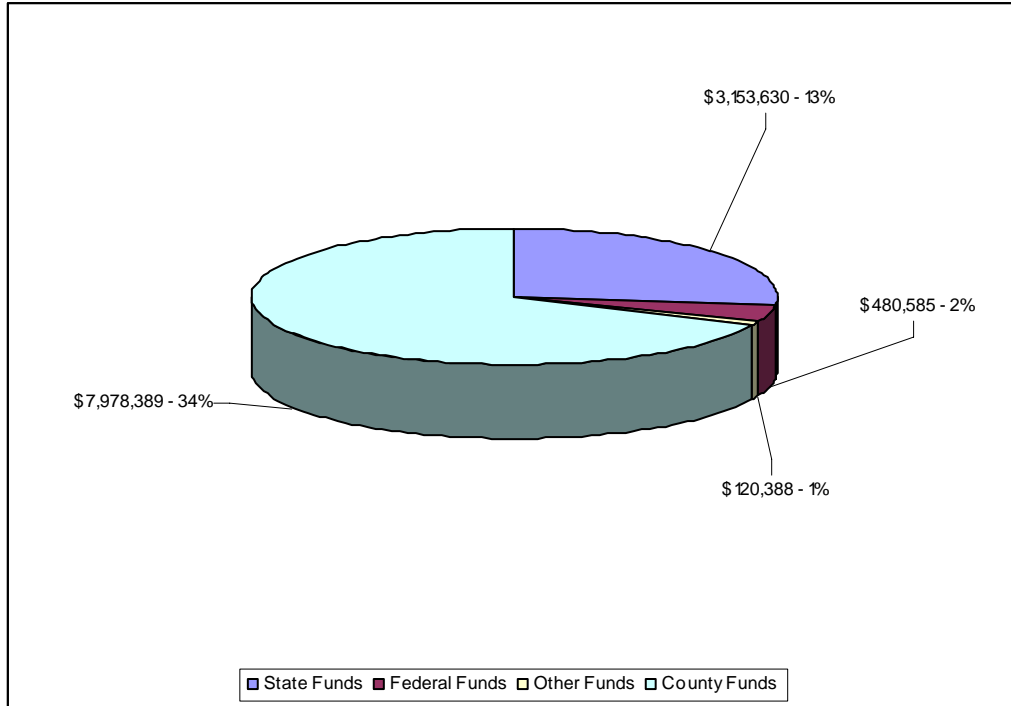
Source: RCPS 2006-07 Budget dated March 21, 2006.

In addition to the general fund, the division also budgeted \$93,084 for its Food Service fund and \$766,867 for its Debt Service fund.

The division held \$6.2 million in outstanding debt as of the 2005-06 fiscal year, of which \$228,000 is from State Literary Fund loans.

Exhibit 2-4 shows the division's revenues by source for 2005-06. As this chart shows, the most significant source of revenue for the division is derived from local county funds (34 percent of total revenues). State funding provides 13 percent of revenues.

**EXHIBIT 2-4
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
SOURCES OF FUNDS – 2005-06**



Source: RCPS 2006-07 budget dated March 21, 2006.

As stated in its 2006-07 budget, RCPS's budget priorities are as follows:

- Compensation for employees to move us more towards area average
- Instructional enhancements that emphasize more opportunities for students
- Safety enhancements
- Capital and maintenance improvements

Virginia school divisions receive state funding based on formulas that account for local wealth. The amount of funding provided through state sources is calculated through the Local Composite Index (LCI). The LCI is a measure of local wealth based on sales tax, income tax, and property tax. An LCI ranges from zero to one, with zero being extreme poverty and one being extreme wealth. In simple terms, if a division's composite index is 0.3, the state pays 70 percent of the cost; if a division's composite index is 0.7, the state pays 30 percent.

With a high composite index, RCPS receives reduced funding from the state. The division's composite index is increasing, jumping from .6905 in 2005-06 to .7463 in

2006-07. The result is that the division receives reduced state funding that must be made up by local property taxes.

RCPS has a significant property wealth, but fewer people to contribute to local effort in funding schools. In addition, since Virginia schools are not allowed to establish fund balances (any remaining funds at year end revert to the county), all significant purchases must be paid for through issuing bonds.

RCPS prepares an annual budget according to a budget calendar. Once the superintendent has reviewed and approved all departmental and school budgets, a budget request is presented to the county board of supervisors, who must approve the division's budget by March 30 each year.

FINDING

The division's budget is not tied to a long range or strategic plan.

Review of division budget documents and observation of budgeting practices revealed that RCPS does not develop a spending plan that is tied to a long range plan. In addition, the division does not monitor its spending to ensure it is in keeping with established goals and objectives. Establishing strong linkages between long-term strategic planning and the budgeting process provides a number of advantages to both the school division and the county. Among the advantages are the following:

- Each agency would be able to develop an effective multi-year budget scheme.
- A multi-year forecasting methodology, both for revenues and expenditures could be developed.
- The linkage would facilitate improved budget monitoring to detect trends or actions that may impact on future budgets.
- The need for financial policies that address multi-year, long-term budgeting could be identified and policies developed.

An example of a school district that connects budget planning with strategic planning is the Naches Valley School District (NVSD). The current NVSD strategic plan contains language specific to the importance of having budget planning processes in alignment with the overall planning process. **Exhibit 2-5** shows the Budget and Finance Goal Statement from the NVSD plan. As shown in the exhibit, the NVSD strategic planning process has specific activities related to the budgeting process. These include a requirement to maintain a balanced budget, develop tools for forecasting trends, find better predictors for school enrollment, and develop long range plans to identify and fund future needs of the district.

**EXHIBIT 2-5
SAMPLE STRATEGIC PLANNING INCLUSIVE OF BUDGET PLANNING**

Budget/Finance Goal Statement:

Provide an adequate school district budget and place finances to be maintained under the competent and watchful stewardship of our superintendent and board of directors.

Strategies

1. The Board of Directors of the Naches Valley School District shall manage the district resources in a manner accountable to the district patrons and students. The District will maintain internal audit procedures to ensure fiscal accountability with annual reporting to the patrons.
2. The Board of Directors of the Naches Valley School District, as the fiscal agent for the School District, shall maintain a balanced budget.
3. The School District shall maintain an ending fund balance equal to six percent of the current year's authorized level of expenditure in the general fund.
4. The School Board, levy committee, administration and staff members of the School District shall ensure fiscal stability by setting realistic priorities in determining funding necessary to provide for the needs of the students. Consideration will be given to the patrons' ability/commitment to pay.
5. The School District will develop long range plans to identify and fund future needs of the district.
6. The School District will pursue grants giving thought to using community volunteers as grant writers.
7. The School District will develop tools for forecasting trends; find better predictors/community indicators for enrollment.

Source: Naches Valley School District Planning Process, June 2006.

RECOMMENDATION 2-8:

Develop a process that connects the division's long range planning efforts to its budget priorities.

The division should develop specific spending plans and then monitor these plans so that it can meet its goals and objectives. Using a strategic planning process that has a strong emphasis on the alignment of long-term planning and the budgeting process would provide RCPS with the means to make better financial decisions.

FISCAL IMPACT

There is no cost associated with the implementation of this recommendation, but the potential savings and increased efficiency could be significant as this new linkage between budgeting and strategic planning becomes embedded in the school division.

FINDING

The finance director is not adequately involved in the budgeting process.

The RCPS superintendent is the primary budget officer for the division. Although the superintendent is statutorily responsible for RCPS's budget, the finance director should also be highly involved in both budget development and budget monitoring.

The review team also found that the finance director is not required to attend school board meetings except during budget preparation. This practice prevents the superintendent from having the advantage of the finance director's knowledge and expertise when the need arises to field questions from the board or from stakeholders who raise issues/questions during the public input portion of each board meeting.

RECOMMENDATION 2-9:

Involve the finance director in the budgeting process.

The finance director should be the primary person responsible for assisting departments with budget-related questions, in addition to providing information to the school board.

FISCAL IMPACT

Implementation of this recommendation will require the finance director to devote approximately two to four additional hours each month to attending and participating in school board meetings.

2.3 Purchasing

RCPS uses a decentralized purchasing process. That is, each school and department is responsible for ensuring that its purchases are made in accordance with applicable state and local laws and school board policies.

At the schools, each bookkeeper, under the direction of the principal, is primarily responsible for ensuring that bids and quotes are received for large item purchases and that proper documentation of purchase orders is received and maintained.

RCPS Board policy DJ states that purchases of over \$30,000 shall require written informal solicitation of a minimum of four bidders or offerors. For the procurement of goods estimated to amount to over \$50,000, competitive bidding is required.

In addition, RCPS Board policy DJFA allows the division to participate in cooperative purchasing arrangements for the purpose of increasing efficiency and reducing

administrative expenses. Cooperative purchasing arrangements provide goods and services at advantageous prices and meet competitive bidding laws, thereby alleviating the school division from having to obtain bids and quotes. Virginia law allows cooperative purchasing agreements with other public bodies or agencies. In addition, the Commonwealth of Virginia maintains a purchasing cooperative called eVA, a web-based purchasing system used by Virginia government. State agencies, colleges, universities and many local governments use eVA to announce bid opportunities, invite bidders, receive quotes, and place orders for goods and services. Commonwealth schools can purchase a variety of items from eVA including office and educational supplies, equipment and vehicles such as buses.

RCPS does not purchase items in bulk because there is no division warehouse or other storage facility to store large quantities of items. The division therefore orders inventory items on a just-in-time delivery basis.

FINDING

RCPS does not encumber its purchases or other planned expenditures. An encumbrance provides budgetary control by reserving a portion of an account's budget to cover the outstanding purchase order.

In RCPS, purchase requisitions are prepared manually by the requisitioner and approved by either a department head, principal, or the superintendent. However, purchase orders are not entered into the central accounting system or to school based accounting systems until the division receives an invoice. Until the purchase order is entered into the central accounting system, funds are not encumbered, which can result in the requisitioner being uninformed of multiple outstanding purchase requisitions made against the same funds.

The division's accounting system has an encumbrance function, but it is not being used. Encumbering funds at the time a purchase order is placed ensures that division funds are not overspent. The controls in the central accounting system alerts a user if a purchase order is entered against an expense account that does not have adequate remaining funds.

RECOMMENDATION 2-10:

Give schools and departments access to the central accounting system and require that they enter purchase requests into the system to be properly encumbered.

FISCAL IMPACT

The cost of implementing this recommendation will vary limited in that the division's accounting system already has such capabilities, and the system vendor will be required to set it up, possibly at no charge to the division.

FINDING

RCPS does not employ purchasing practices that could provide a savings to the division. For instance, purchases of common items such as paper products and supplies are not combined, and the division makes only limited use of purchasing cooperatives.

To the division's credit, during the past fiscal year the two school bookkeepers collaborated to consolidate a bid for custodial supplies. However, this is not a common standard practice in the division. In addition, the review team could only find one instance where the division purchased from the state's eVA system.

The division has no one that is responsible for coordinating divisionwide procurement. As a result, each school and department performs its own procurement without collaborating with others in the division.

RECOMMENDATION 2-11:

Develop a centralized procurement process to allow the division to consolidate bids for the purchase of bulk items and to take advantage of discounted prices provided through purchasing cooperatives.

The finance director should be assigned the responsibility of procurement oversight and coordinating on bulk bids and cooperative purchases.

During the budget preparation process, the director should review prior year spending and develop a consolidated purchasing plan that includes receiving bids and comparing prices from purchasing cooperatives.

FISCAL IMPACT

The savings associated with implementing this recommendation is difficult to estimate without exact bid prices. However, a conservative estimate of annual savings that could be achieved is \$4,000.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Develop a Centralized Procurement Process	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000

FINDING

There is not adequate oversight within the division to ensure that schools and departments are in compliance with state and local purchasing regulations.

One example of the lack of oversight identified by the review team relates to requirements of RCPS Board policy DJF. This policy requires that any vendor to which a contract is awarded that requires direct contact with students on school property requires the contractor to provide certification that all its personnel have not been convicted of a felony or any offense involving the sexual molestation of physical abuse of a child.

Contractors having such student contact are required to file a Certification of Compliance with the school.

When the review team asked to see the certifications on file, central office personnel responded that this was a responsibility of each individual school or department. However, in interviews with school staff, they had no knowledge of such requirements.

RECOMMENDATION 2-12:

Establish procedures to improve oversight of the school division's compliance with the RCPS Board policies related to vendor background checks and clearances.

Having clearly defined procedures in place will help ensure that RCPS Board policies are known, understood, and followed by school personnel. St. Johns County (Florida) School District (SJCSD) has a comprehensive procedures established for the policy requiring background checks on all vendors who come onto school grounds when children are present. **Exhibit 2-6 and 2-7** provide examples of a letter sent to all vendors informing them of the district policy and the procedures related to conducting background checks of vendors. As shown in both exhibits, policies and the accompanying procedures for vendor background checks are clearly explained.

Copies of both of these documents are accessible from the SJCSD Web site and in the purchasing procedures manual. These procedures were established in response to state legislation and school administrators were informed of the procedures as a part of their monthly meeting agenda and through written notification from the school district.

RCPS could adopt similar practices to help ensure that only vendors with the appropriate clearances are allowed on school campuses.

FISCAL IMPACT

Implementation of this recommendation will require the expenditure of time by the finance department staff, in conjunction with school administrators, to draft appropriate procedures and ensure they are known and understood by those charged with enforcing them.

**EXHIBIT 2-6
SAMPLE LETTER TO VENDORS REGARDING
EMPLOYEE BACKGROUND CHECKS**

Effective July 1, 2007, Senate Bill 988 amends several provisions of the Jessica Lunsford Act, the Act that requires background checks for contractors on school grounds. The bill defines "non-institutional contractor" to mean any vendor, individual, or entity under contract with a school or with the school board who receives remuneration for services performed for the school district or a school, but who is not otherwise considered an employee of the school district. The term also includes such contractor's employees and subcontractors and subcontractor's employees. The bill defines "school grounds" to mean the buildings and grounds of any public pre-kindergarten, kindergarten, elementary school, middle school, junior high school, high school, or secondary school, or any combination of grades pre-kindergarten through grade 12, together with the school district land on which the buildings are located. The term does not include any other facility or location where school classes or activities may be located or take place, the public school buildings and grounds during any time period in which students are not permitted access, or any such buildings during any period in which it is used solely as a career or technical center for post-secondary or adult education.

The bill provides the following list of offenses that automatically disqualify a non-institutional contractor from being on school grounds while students are present.

1. Section 943.0435(1)(a)1., relating to the registration of an individual as a sexual offender.
2. Section 393.135, relating to sexual misconduct with certain developmentally disabled clients and the reporting of such sexual misconduct.
3. Section 394.4593, relating to sexual misconduct with certain mental health patients and the reporting of such sexual misconduct.
4. Section 775.30, relating to terrorism.
5. Section 782.04, relating to murder.
6. Section 787.01, relating to kidnapping.
7. Any offense under chapter 800, relating to lewdness and indecent exposure.
8. Section 826.04, relating to incest.
9. Section 827.03, relating to child abuse, aggravated child abuse, or neglect of a child.

The bill also provides an exemption from the screening requirement for a non-instructional contractor who:

- is under direct line-of-sight supervision of a person who meets the screening requirements;
- is already required, and has undergone, a level 2 background screening;
- is a law enforcement officer assigned or dispatched to school grounds, or an employee or medical director of an ambulance provider;
- works and remains in an area separated from students by a 6-foot chain link fence;
- provides pick-up or delivery services to school grounds.

Further, the bill requires a contractor who is arrested for a disqualifying offense to report the arrest

Source: St. Johns County School District Web site, November 2007.

**EXHIBIT 2-7
VENDOR CLEARANCE PROCESS**

Make an appointment

To make an appointment for fingerprinting, please contact Tabatha A. Millard at (904) 819-7611 in the District's Risk Management Department.

Payment Process

The fingerprint fee must be prepaid. The charge is \$80, fifty-six dollars and twenty five cents for the fingerprinting, plus twenty-three dollars and seventy five cents for the St. Johns County School District administration fee.

The **\$56.25** fingerprinting fee has to be paid separately for each person getting fingerprinted and can be paid either with a money order payable to **LLC Fingerprinting Services** or on-line with a credit card. To prepay on-line using Visa, MasterCard, or a company credit card, the web site is: www.flprints.com. Please print out the receipt at the end of the transaction.

The only acceptable form of payment for the School District's **\$23.75** fee is a money order. This money order needs to be payable to **St. Johns County School District**. One money order can be used to pay for multiple fees.

What to bring for fingerprinting appointment

Payment for fingerprinting, school district fees, and the vendor's driver's license are required to be fingerprinted. The vendor will be asked to provide their name, social security number, name of company, phone number, business address, and supervisor's name.

Nicknames or other aliases will not be used for fingerprinting, only the legal name that is listed on the birth certificate.

How to check for clearance

It takes up to five business days for fingerprint results to get to Risk Management. You may check to see if their employees have been cleared by accessing the school district web site www.stjohns.k12.fl.us. Click on the Rules & Procedures button, then click on the Lunsford Act link and then the Cleared Vendors List link. Vendors are posted by legal last and first name, vendor status, birth date, and date cleared.

St. Johns County School District does not issue badges for clearance; vendors are to use their driver's license to check into St. Johns County Schools.

Source: Source: St. Johns County School District Web site, November 2007.

FINDING

There is no oversight of purchasing requirements to ensure that schools and departments are obtaining bids and quotes as required by school board policy.

Although the review team found no instances of a breach of purchasing policy, audit results from the 2005-06 audit of Student Activity Funds found that records of bids and quotes were not being maintained by the schools.

Without proper oversight of the purchasing functions within the division, RCPS is at risk of violating its school board policies as well as paying more for items because they have not been properly bid.

RECOMMENDATION 2-13:

Create a procedure by which to ensure that all purchases have gone through the appropriate process of obtaining bids and quotes prior to being submitted for approval.

The procedure should require finance department staff to immediately address the lack of necessary bid or price quote with the appropriate division personnel. The procedures should then outline steps to be taken when division staff violates the policies. Possible steps should include a progressive system of addressing violations such as counseling the offending employee/department upon the first occurrence; notifying the employee's immediate supervisor upon the second instance of a violation and revoking purchasing authority upon a third violation.

The procedures should also include a training component with emphasis on the conditions for which bids and quotes are required and proper procedures for obtaining them.

FISCAL IMPACT

The implementation of this recommendation has the potential to produce costs savings by ensuring a competitive bidding process for all qualified purchases, with the actual savings being determined by the bids and price quotes received.

2.4 Risk Management

Risk management functions include assessing and managing a variety of risks that are inherent in school division operations. Risk management includes identifying and mitigating risks, maintaining adequate insurance coverage, establishing policies and procedures to adequately safeguard assets such as property, equipment, cash, and investments. Risk management provides protection for employees by providing appropriate safety equipment and training. Procurement of workers' compensation and adequate employee health insurance are also risk management functions.

Risk management functions in RCPS are primarily handled by the superintendent and the finance director. These responsibilities include coordinating the procurement and maintenance of insurance coverage for property, casualty losses, general and school leader liability, and insurance coverage for the division's school buses and other fleet vehicles. In addition, the finance department oversees the administration of the school division's employee health insurance coverage and other benefits.

The division's primary insurer is the Virginia Association of Counties (VACO). VACO provides general liability, fleet, boiler and machinery, school leaders liability, property, and workers' compensation insurance.

For employee medical insurance coverage, the division provides “KeyCare 200” through an insurance contract with Anthem Blue Cross/Blue Shield. The cost of employee health and dental premiums are covered 100 percent by the school board, as well as a portion of an employee’s dependent coverage. **Exhibit 2-8** below shows the annual premiums paid by the school board, and the employee portion, for both 12-month and 10-month employees.

**EXHIBIT 2-8
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
EMPLOYEE MEDICAL AND DENTAL COVERAGE**

COVERAGE TYPE	ANNUAL HEALTH PREMIUM	ANNUAL DENTAL PREMIUM	TOTAL ANNUAL PREMIUM	AMT. PD. BY SCHOOL BOARD	AMT. PD. BY EMPLOYEE
Employee only	\$7,354	\$260	\$7,614	\$7,614	\$0
Employee + 1 minor	\$9,619	\$431	\$10,050	\$9,080	\$970
Employee + spouse	\$11,470	\$555	\$12,025	\$10,270	\$1,755
Employee + family	\$15,161	\$759	\$15,920	\$12,645	\$3,275

Source: 2007-08 KeyCare 200 rates as provided by RCPS Finance Department, October 2007.

Capital assets are generally defined as land, buildings, equipment, and furniture having an initial individual cost of more than \$5,000 and an estimated useful life of two years or more. RCPS capital assets are jointly owned by the county and the school board.

The proper accounting treatment for capital assets is to establish their initial acquisition values in an asset account, and decrease this value through depreciation charges annually. The rate of depreciation charged is related to the estimated useful life of the asset. Therefore, items having shorter estimated useful lives such as equipment, will be depreciated more quickly than items have more lasting values such as buildings. Land is not depreciated due to the expectation that its value will increase over time.

Capital asset management should account for division property efficiently and accurately and establish safeguards against theft, loss, and obsolescence.

Exhibit 2-9 shows RCPS’s asset values for fiscal years 2003 through 2006.

**EXHIBIT 2-9
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
CAPITAL ASSETS¹**

DESCRIPTION	2003 BALANCE	2004 BALANCE	2005 BALANCE	2006 BALANCE
Construction in progress	\$57,068	\$-0-	\$-0-	\$-0-
Buildings and improvements	\$7,506,403	\$7,563,471	\$7,563,471	\$7,563,471
Furniture, equipment and vehicles	\$489,405	\$520,375	\$635,111	\$735,944
Less accumulated depreciation	(\$1,601,705)	(\$2,963,022)	(\$3,222,143)	(\$3,455,397)
Total Buildings and Equipment	\$6,451,171	\$5,120,824	\$4,976,439	\$4,844,018

¹ The county share of school board assets is in proportion to the debt owed on such asset by the county. Values shown in this table have not been decreased by the county's share to demonstrate the full value of the asset, regardless of legal ownership.

Source: County of Rappahannock, Financial Reports for the years indicated.

School board policy designates that school property shall be inventoried to ensure accountability. Specifically, policy ECA states the following:

The Superintendent or his/her designee shall devise an adequate system of inventory of school property. Such inventory shall be available to identify items for the purpose of insurance and to control the loss of property.

The inventory shall include, but not be limited to the following: buildings, moveable equipment, vehicles, and all other items of significant value. Each school shall keep a complete inventory of all equipment, listing make, source, date of purchase, model, serial number, and other identifying data.

RCPS does not manage its cash (with the exception of Student Activity Funds, discussed in Section 2.5 below) or investments; these responsibilities fall with the County Treasurer.

FINDING

The school division's accounting processes do not include a business continuation plan. In the event of a disaster such as a building fire or flood, RCPS would be severely hindered in setting up temporary operations because of the lack of such a plan.

Business continuity plans include processes that help organizations prepare for disruptive events. Such plans include identifying employee responsibilities in the event of a disruption in operations, the process for communications among employees, and actions necessary to continue operations during interruptions. In addition, a key element to a business continuity plan is to have a pre-arranged location that can be set up as a

temporary operating location so an entity can continue basic financial functions such as processing employee pay and other essential functions.

Finance staff told the review team that it would take only a few days to have the division's operating system installed in an offsite location and be up and running. However, without a formal plan in place, the division is at risk of being severely hindered in performing basic accounting functions. In addition, the primary accounting system files are only backed up monthly. In addition, finance staff maintain off-ledger worksheets that are integral to the financial processes of the division that are not regularly backed up.

Proper business continuation planning involves having an established plan ahead of time to ensure that proper hardware and other system requirements are in place to begin operating again in the event of a disaster.

RECOMMENDATION 2-14:

Develop a business continuation plan for division financial operations.

Though the likelihood of a disaster or other event resulting in significant damage to the central office is relatively small, the division nevertheless should prepare and plan for such a situation.

The school division should approach the county administrator to discuss a partnership for a business continuity plan. This would allow both the county and the school division with a backup plan should the need arise.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. However, implementing this recommendation should result in increased efficiency for the finance department.

FINDING

RCPS does not adequately safeguard its capital assets. In addition, though many computer and technology items today amount to less than the \$5,000 threshold, many school systems separately track these items since they are easily susceptible to theft or misplacement and since their cumulative values can be significant.

In RCPS, the superintendent maintains a listing of assets for insurance purposes and the director of Technology maintains a listing of computers and computer-related equipment, but discussions with school based staff and finance department staff indicates that assets are not subject to regular inventory counts. When asked about the responsibility for asset inventory, most all school administrators interviewed stated that this was a county responsibility since the school division doesn't own the assets. However, board policy ECA clearly places asset safeguarding responsibilities with the school division.

In addition, school purchases of assets using school activity funds are not recorded in the accounting records of the division. Even though these assets are purchased using

school activity funds, they are official property of the division/county and should be treated accordingly.

Exhibit 2-10 shows the increase in asset values over the past few years. This exhibit, based on the values shown in **Exhibit 2-9**, indicates that the most significant increase in assets occurred in the furniture, equipment and vehicles category. This is due to the increases in acquisition of computer and technology equipment in the school division.

**EXHIBIT 2-10
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
CAPITAL ASSETS**

DESCRIPTION	2003-04 PERCENT INCREASE/(DECREASE)	2004-05 PERCENT INCREASE/(DECREASE)	2005-06 PERCENT INCREASE/(DECREASE)
Construction in progress	N/A	N/A	N/A
Buildings and improvements	0.76%	0.00%	0.00%
Furniture, equipment and vehicles	6.33%	22.05%	15.88%

Source: Calculated based on values presented in the County of Rappahannock, Financial Reports for the years indicated.

In addition, textbooks are not adequately tracked or safeguarded in the division. Discussions with school staff indicate that procedures are followed to account for textbooks annually, and that attempts are made to collect for lost or damaged textbooks from students and their parents. However, the division does not track its textbook losses and there is no oversight of this function from the central finance department staff.

Tagging and tracking assets is an essential practice in order to protect the property belonging to the school division. In a recent investigation into missing computers in a school district in another state, though there was evidence of missing computers, district auditors were not able to determine the exact number of computers missing from middle and high schools because the district's recording procedures were lacking.

In 2005, MGT conducted an audit of a small district with 400 students. Administrators told the review team that though they never conducted inventory counts, they were certain that no computers or related equipment was missing. However, MGT's investigation showed at least six laptop computers to be missing, including one that had been assigned to a former teacher in the district. Some of the missing computers had been missing before being recorded into the district's asset accounting system.

School systems that employ sound fixed asset controls are better able to protect their investments in furniture, equipment, and other valuable items and are able to identify missing or stolen assets in a timely manner. Clay County Public Schools (CCPS) in Florida, for instance, uses fixed asset controls that help it to keep fixed asset losses to a minimum.

CCPS requires that all fixed assets be added to the school's asset database upon receipt. Each school principal, department head, or their designee, is responsible for

entering the asset data. The accounting department monitors this process to ensure that assets are entered in a timely manner and that asset data is correct.

Each CCPS principal or department head is then required to conduct a physical inventory of assets on a regular basis. Thefts are required to be reported to the county sheriff immediately so as to increase the potential for properly identifying a responsible party. Further, any assets that simply cannot be located are reported to the board on a quarterly basis. This process helps to ensure that all assets are properly recorded and tracked, lest the responsible principal or department head be required to explain the loss to the board during a public meeting.

The review team identified a best practice for textbook accounting in Smyth County Public Schools. SCPS tracks and monitors its classroom textbooks on a monthly basis. Each teacher is required to perform textbook counts monthly and report lost books to the central office and to parents. Though by law Virginia school divisions cannot withhold grades or transcripts for the purpose of collecting for lost textbooks, school divisions can restrict student participation in things such as extracurricular field trips pending submission of funds for lost books.

Because SCPS conducts frequent counts of its classroom textbooks, schools are able to collect from parents in a timely fashion. For the fiscal year ending June 30, 2005, for instance, SCPS schools were unable to collect for only 13 textbooks amounting to \$684.

Schools are required to reimburse the division's textbook fund for missing or damaged books for which they were not able to collect from parents. School districts and divisions that place the burden of textbook recovery at the school level typically have much fewer textbook write-offs.

RECOMMENDATION 2-15:

Develop and implement asset tracking procedures.

The finance director should develop and implement tagging and tracking procedures to protect the division's capital assets. The finance director should provide assistance to school division departments and schools in updating and maintaining their capital asset inventories.

RCPS should also consider using the fixed asset tracking module of its accounting software package. Automated fixed asset systems allow users to monitor acquisition, transfers, and deletions of their assets. In addition, such systems allow for integration with purchasing systems so that fixed asset items can be identified and tracked from the point of ordering the item.

In addition, RCPS should consider purchasing a bar coding system to facilitate the inventory count of fixed assets.

FISCAL IMPACT

The division’s accounting software has an asset tracking module. However, there may be a cost associated with having this module set up.

If the division wishes to bar code its assets, such a system can be purchased for approximately \$5,000.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Implement Fixed Asset Tracking Processes	(\$5,000)	\$0	\$0	\$0	\$0

FINDING

RCPS does not monitor or audit its fuel inventories.

The division has an arrangement with the county whereby a single bid for vehicle fuel is obtained. The school division maintains the fuel pumps which are accessed by employee-specific fuel cards. The fuel system has reporting capabilities that enable the finance department to determine who used fuel.

The agreement with the fuel vendor is that the school division is billed quarterly for its fuel use, and the vendor fills the tanks as they are depleted.

Each month, the finance clerk reviews the fuel report and invoices the county for its use. The school division then pays the difference.

There are no checks to verify that what the school division used is reasonable, or checks by user identification code, or checks comparing fuel use to mileage of vehicles.

Without such checks, the division is at risk of having employees filling up their personal vehicles or of having the fuel vendor making errors in billing or in filling the tanks.

RECOMMENDATION 2-16:

Implement fuel inventory check processes.

The finance department should produce reports and have managers sign off to the fact that the usage is reasonable. In addition, the division should track the usage of fuel per vehicle and per employee, and compare use to vehicle mileage. These checks can be performed on a quarterly basis.

FISCAL IMPACT

The implementation of this recommendation can yield cost savings, the amount of which will depend on the degree to which there are errors in billing or in filling the tanks.

2.5 Student Activity Fund Accounting

School Activity Funds include all funds derived from extracurricular activities at the school level. These extracurricular activities include entertainment, athletics, clubs, yearbook sales, band activities, and fund raisers. Funds collected from these activities are held for student use.

Chapter 240, Section 20 of Virginia's Administrative Code states the following in regard to School Activity Funds:

Each school shall keep an accurate record of all receipts and disbursements so that a clear and concise statement of the condition of each fund may be determined at all times. It shall be the duty of each principal to see that such records are maintained in accordance with this chapter and rules promulgated by the local school board. The principal or person designated by him shall perform the duties of school Finance Officer or central treasurer. The school Finance Officer shall be bonded, and the local school board shall prescribe rules governing such bonds for employees who are responsible for these funds.

In RCPS, each school's bookkeeper is responsible for maintaining the accounts for School Activity Funds. As teachers and other club sponsors collect payments from students and parents, the funds are turned over to the bookkeeper where they are recorded in the proper school activity account and deposited in the bank. When items need to be purchased from an activity account, the bookkeeper is responsible for obtaining appropriate supporting documentation and issuing a check for payment.

School bookkeepers are also responsible for ensuring that funds are deposited on a regular basis, reconciling the bank statements monthly, and preparing monthly activity reports.

Exhibit 2-11 shows the cash balances of School Activity Funds for the past three years for each of the division's schools.

EXHIBIT 2-11 RAPPAHANNOCK COUNTY PUBLIC SCHOOLS SCHOOL ACITIVITY FUND BALANCES

SCHOOL	2003-04 SCHOOL YEAR	2004-05 SCHOOL YEAR	2005-06 SCHOOL YEAR
Rappahannock Elementary	\$53,827	\$39,415	\$43,363
Rappahannock High School	\$78,287	\$70,781	\$59,364
Totals	\$132,114	\$110,196	\$102,727

Source: County of Rappahannock Public School Activity Funds, Cash Basis Financial Statements for the years ending June 30, 2005 and 2006.

During fiscal year 2005-06, the elementary school processed \$147,574 in receipts and the high school processed \$220,729, for a total of \$368,303.

Exhibit 2-12 shows examples of the types of activities maintained in RCPS.

**EXHIBIT 2-12
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
SCHOOL ACITIVITY FUND ACCOUNTS**

ELEMENTARY SCHOOL	HIGH SCHOOL
Book Fair	Athletics
Community After School Enrichment	Band
Enrichment Programs	Band Repair
Field Trips	Building Trades
Headwaters Grant	Senior Classes
Magazine Sales	Football
School Store	Headwaters Grants
	Yearbook Sales

Source: County of Rappahannock Public School Activity Funds, Cash Basis Financial Statements for the years ending June 30, 2006.

The elementary school maintains one checking account and two savings accounts, while the high school maintains one checking account, one savings account, and two certificates of deposit. The balances of each of these accounts are shown in **Exhibit 2-13**.

**EXHIBIT 2-13
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
SCHOOL ACITIVITY FUND BANK ACCOUNT BALANCES**

BANK ACCOUNT TYPE	ELEMENTARY SCHOOL BALANCES AS OF 6/30/06	HIGH SCHOOL BALANCES AS OF 6/30/06
Checking	\$26,520	\$34,841
Savings (General)	\$14,606	\$0
Savings (Field Trip)	\$2,237	\$0
Savings (Track)	\$0	\$1,325
CD #8700	\$0	\$10,198
CE #8661	\$0	\$13,000
Totals	\$43,363	\$59,364

Source: County of Rappahannock Public School Activity Funds, Cash Basis Financial Statements for the years ending June 30, 2006.

FINDING

RCPS does not have a standardized system of accounting for Student Activity Funds.

The high school uses an automated software system for accounting for its funds, and the elementary school uses a hand-written manual system. Even though the high school's system is automated, the process is highly manual in that receipts are hand-written and monthly reports and reconciliations are not automated. In addition, purchase orders issued for Student Activity Funds are prepared manually.

The lack of standardized, automated systems is creating more work for the school bookkeepers than necessary.

RECOMMENDATION 2-17:

Obtain an automated, integrated accounting system for use in the schools for Student Activity Funds.

Many schools are using software designed specifically for accounting for Student Activity Funds. The systems have automated purchase order systems, automated receipting, and automated bank reconciliation functions. In addition, use of appropriate software facilitates the monthly reporting requirements necessary to carry out proper oversight of funds.

The division's current financial accounting software system has a module specifically designed for Student Activity Fund accounting that could be purchased for this purpose.

FISCAL IMPACT

The division will need to receive bid estimates from the vendor in order to accurately determine how much the implementation of this recommendation will cost. However, similar systems in other school districts have cost \$6,000 to \$8,000.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Automate Student Activity Fund Accounting	(\$8,000)	\$0	\$0	\$0	\$0

FINDING

The finance department does not provide adequate oversight of Student Activity Fund accounting.

Although primary responsibility for Student Activity Funds falls to the school principal, there should be oversight on a regular basis from the finance department to ensure that errors and irregularities are detected timely and to ensure that proper procedures are adhered to in the handling of cash and the receipting and disbursing of funds.

Each school's activity funds are audited once yearly by an outside auditor, but there is no regular oversight in the interim.

School bookkeepers provide monthly reports to the school board, but finance staff does not see the reports. In addition, there is no supervision of the bank reconciliation function.

Some of the findings discovered by the auditor during annual audits include deposits not being made timely, disbursements not having adequate support or documentation, and stale checks being carried in accounting ledgers. Many of these findings could be eliminated with proper oversight and assistance from the finance department.

RECOMMENDATION 2-18:

Provide oversight for the Student Activity Fund accounting functions.

The Finance department should provide oversight for activity fund accounting by reviewing and monitoring monthly reports, reviewing monthly bank statements and reconciliations, reviewing deposit activity to ensure that deposits are being made timely, and ensuring that purchases are being made in accordance with school policy.

Implementing **Recommendation 2-18**, will help to facilitate the oversight function because an automated and integrated Student Activity Fund accounting system will allow finance department staff to access records directly and will make reporting more timely.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. However, implementing this recommendation should result in increased efficiency for the finance department.

FINDING

The division does not have investment policies for Student Activity Fund accounts.

Each school maintains its own bank accounts and invests excess funds as they deem appropriate. Audit reports have indicated this deficiency and have recommended that the division institute policies. Although no funds have been found to be at risk, having specific investment policies helps to ensure that funds are never at risk due to improper investment choices or inadequate depository insurance.

RECOMMENDATION 2-19:

Develop investment policies applicable to Student Activity Fund deposits.

Policies of this type typically require all funds collected for student activities be expended on students in the class that collected the funds, and specify how left-over funds are to be handled.

Maine School Administrative District #11 (MSAD #11), a regional school district in Maine serving four small, rural communities has a policy that could be used as a model. As shown in **Exhibit 2-14**, the policy illustrates how Student Activities Funds are to be collected, accounted for, spent, and invested.

**EXHIBIT 2-14
SAMPLE POLICY ON INVESTING STUDENT ACTIVITY FUNDS**

STUDENT ACTIVITIES FUND

Revenue collected from admissions to school entertainment events, collections from vending machines and food and beverages sales outside of the school lunch program, club dues, student contributions, and student fundraising activities shall be deposited and accounted for in a student activities fund maintained at each school. Within this fund, separate accounts will be maintained for accounting purposes.

These revenues will be considered District funds under the jurisdiction of the MSAD #11 Board and under the direct control of the Superintendent, who may develop and implement procedures relative to these funds including delegation of specific responsibility for deposits, expenditures, and record-keeping to the building principals and/or designee. Procedures for management of student activities funds shall be consistent with sound business and accounting practices.

Student activity funds are to be used only for student activities that augment the District's programs and are not intended to replace programs and activities funded by the District. Funds derived from approved student clubs or organization or from classes shall be expended to benefit the specific club or organization or class. Funds derived from the student body as a whole shall be expended to benefit the student body as a whole.

Class funds remaining in the Student Activities Fund after the class has graduated will be placed in a trust fund managed and monitored on a quarterly basis by the MSAD #11 Central Office.

Student activity funds are part of the total fiscal operation of MSAD #11 and shall be audited as part of the MSAD #11's annual audit.

Source: MASD #11 School Board Policy Manual, *DFD - STUDENT ACTIVITIES FUND*, November, 2007.

FISCAL IMPACT

There is no cost associated with the implementation of this recommendation.

**3.0 COST OF EDUCATIONAL
SERVICES DELIVERY**

3.0 COST OF EDUCATIONAL SERVICE DELIVERY

This chapter presents findings, recommendations, and commendations relating to the cost of educational services delivery in the Rappahannock County Public Schools (RCPS). The major sections of the chapter include:

- 3.1 Organization and Management
- 3.2 Professional Development of Certified Staff
- 3.3 Student Performance
- 3.4 School Improvement
- 3.5 Student Support Services and Special Education

CHAPTER SUMMARY

Commendations in this chapter include:

- RCPS emphasizes rigor and relevance in courses and provides strong instructional support to help ensure student success (**Commendation 3-A**).
- RCPS is commended for creating a comprehensive school improvement process that provides a shared, division-wide platform for school goals and objectives (**Commendation 3-B**).
- RCPS has established an effective and efficient network of health, social and psychological services that are available to all families, regardless of income level (**Commendation 3-C**).
- RCES has an outstanding system for welcoming new students and immediately putting them at ease in their new school environment (**Commendation 3-D**).
- RCPS special education office is commended for creating a process through which special education students could be mainstreamed successfully back into the regular classroom (**Commendation 3-E**).

Key recommendations in the chapter include:

- Formally assess the impact and effectiveness of the recommended changes to the organizational structure of the curriculum and instruction department (**Recommendation 3-1**).
- Create and implement a comprehensive professional development plan (**Recommendation 3-2**).
- Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum. (**Recommendation 3-3**).

INTRODUCTION

RCPS serves a population of 943 students with varying needs and abilities. The division operates two schools: Rappahannock County Elementary Schools (Grades K-7) and Rappahannock County High School (Grades 8-12), and offers an array of educational services and programs to meet these needs. Among the challenges faced by the division is closing the achievement gap between the sub-group student populations and providing courses of sufficient breadth and depth to challenge all students, despite the limitation of the division's small size.

The stated mission of the Rappahannock County Public Schools is to "provide schools that are second to none; to create a passion for life-long learning; and to graduate students who make significant contributions to society." Towards that end, the school board adopted a strategic plan on July 13, 2004, which later became the RCPS Comprehensive Plan. The key components of the plan are as follows:

- Identify instructional targets for improvement using a system of multiple measurements of student achievement, data analysis, and dissemination.
- Institute a process for regular monitoring of instructional programs to ensure targets are achieved.
- Increase Standards of Learning (SOL) pass rates.
- Devise strategies to improve student performance in mathematics.
- Meet Adequate Yearly Progress (AYP) standards of *No Child Left Behind*.
- Increase post-secondary education participation rates among all student sub-groups.
- Increase division attendance and punctuality rates.
- Insure equitable access to technology for all instructional staff.
- Review and strengthen the system of regular, prompt communication within the schools, and with the wider community regarding school mission, goals, programs and achievements.

In its review of curriculum and instructional programs and practices in support of the RCPS Comprehensive Plan, MGT examined a variety of documentation including policy and procedural handbooks, staff training and development descriptions, school and departmental financial data, departmental forms and informational brochures, and the RCPS Web site.

In addition, MGT consultants conducted interviews with all RCPS central office personnel, including the superintendent, the assistant superintendent for human resources and instruction, the director of special services and grants, and school-based administrators and staff. These activities allowed MGT to gain insight into the operational

routines of RCPS, make recommendations, and note commendations regarding educational service delivery.

MGT consultants surveyed RCPS central office administrators, principals, and teachers, seeking their perceptions of all aspects of district operations. These three employee groups were asked to respond to statements regarding the educational service delivery in RCPS as either *Agree or Strongly Agree* or *Disagree or Strongly Disagree*. As shown in **Exhibit 3-1**, the statements with the highest percentage of employees within one or more sub-groups responding *Agree or Strongly Agree* were:

- I know who to contact in the central office to assist me with curriculum and instruction matters.
- The curriculum is broad and challenging for most students.
- Lessons are organized to meet students' needs.
- Teachers have adequate supplies and equipment needed to perform their jobs effectively.
- Teachers and staff are given opportunities to participate in the textbook and material adoption processes.
- Teachers in our schools know the material they teach.

Exhibit 3-2 displays survey responses regarding the effectiveness of numerous academic and extracurricular programs. As shown in the exhibit, the programs rated as *Effective* by fewer than 50 percent of one or more of the respondent groups were advanced computer instruction, alternative education, career counseling, dropout prevention, summer school, business education and literacy.

**EXHIBIT 3-1
COMPARISON OF SURVEY RESPONSES WITHIN THE DIVISION
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
NOVEMBER 2007**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
The emphasis on learning in this school district has increased in recent years.	80/0	75/0	68/5
Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	60/20	100/0	54/26
Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	80/0	75/25	66/16
I know who to contact in the central office to assist me with curriculum and instruction matters.	80/0	100/0	71/16
Lessons are organized to meet students' needs.	60/0	100/0	80/2
The curriculum is broad and challenging for most students.	80/0	100/0	63/10
Teachers in our schools know the material they teach.	60/0	75/0	79/2

**EXHIBIT 3-1 (Continued)
COMPARISON OF SURVEY RESPONSES WITHIN THE DIVISION
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
NOVEMBER 2007**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	80/0	75/0	75/2
Teachers have adequate supplies and equipment needed to perform their jobs effectively.	80/0	100/0	50/23
Our district provides curriculum guides for all grades and subject areas.	60/0	75/25	50/25
Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	40/0	100/0	64/5

Source: Created by MGT of America, Inc., 2007.

¹ Percent Agree plus Strongly Agree / Percent Disagree plus Strongly Disagree.

**EXHIBIT 3-2
COMPARISON OF SURVEY RESPONSES WITHIN THE DIVISION
EFFECTIVE ACADEMIC AND EXTRACURRICULAR PROGRAMS
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
NOVEMBER 2007**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
Our district has effective educational programs for the following:			
Reading and Language Arts	100/0	75/0	79/5
Writing	80/0	75/0	69/3
Mathematics	80/0	75/0	64/13
Science	100/0	100/0	76/3
Social Studies (history or geography)	100/0	100/0	81/3
Foreign Language	80/0	100/0	70/8
Basic Computer Instruction	100/0	100/0	69/5
Advanced Computer Instruction	80/0	50/50	43/22
Music, Art, Drama, and other Fine Arts	100/0	75/0	63/13
Physical Education	100/0	100/0	69/15
Career and Technical (Vocational) Education	100/0	50/25	54/10
Business Education	100/0	25/50	41/17
The district has effective programs for the following:			
Special Education	100/0	100/0	75/13
Literacy Program	60/0	50/25	44/10
Advanced Placement Program	60/0	50/0	64/2
Drop-out Prevention Program	80/0	75/0	39/4
Summer School Programs	60/0	50/25	21/36
Honors and Gifted Education	60/0	75/0	49/10
Alternative Education Programs	80/0	75/0	27/22
Career Counseling Program	60/0	50/25	47/10
College Counseling Program	80/0	75/0	76/2

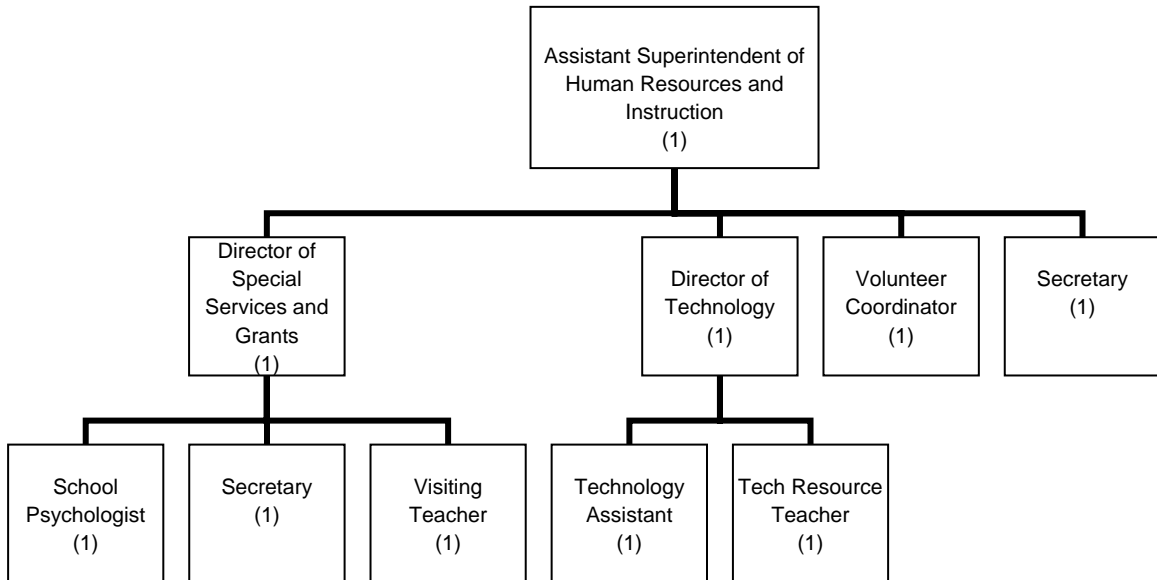
Source: Created by MGT of America, Inc., 2007.

¹ Percent Agree plus Strongly Agree / Percent Disagree plus Strongly Disagree.

3.1 Organization and Management

A review of the organizational structure of the curriculum and instruction department reveals a traditional hierarchical construction. As shown in **Exhibit 3-3**, the department is headed by the assistant superintendent for human resources and instruction. This position has four direct reports: a director of special services and grants, director of technology, volunteer coordinator, and departmental secretary. The director of special services and grants supervises a secretary, visiting teacher and school psychologist. The director of technology supervises a technical assistant and instructional technology resource teacher (ITRT). The department has responsibility for overseeing all federal programs, student athletics, student services, special education and regular education programs.

**EXHIBIT 3-3
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
CURRICULUM AND INSTRUCTION ORGANIZATIONAL CHART
NOVEMBER 2007**



Source: Rappahannock County Public Schools, October 2007.

FINDING

The assistant superintendent of human resources and instruction position has not been adequately defined relative to the assigned responsibilities of the department.

In 2007, the executive director position was reclassified to an assistant superintendent's position. With the reclassification came an expansion of duties and responsibilities, most notably as the superintendent's designee. This one position has responsibility for the two largest areas of operation in the division—human resources and instruction, and is responsible for many functions that would be handled by other personnel in larger school divisions. In **Chapter 4.0** of this report for example, it was noted that this position has responsibility for the oversight of school bus evacuation drills.

In addition, the assistant superintendent also serves as the test coordinator for the school division, as well as for the gifted and talented program, Science Fair, and contact person for the Mountain Vista Governor's School.

In **Chapters 1.0, 2.0, and 4.0** of this report, specific recommendations have been made regarding changes to the organizational structure of this department. Changes to the organizational structure reporting relationships, and personnel assignments in this department have been made in **Chapters 1.0, 2.0, 3.0, and 5.0** of this report. If all the recommended changes are accepted by the school division, then it will be necessary to analyze the impact of these changes and possibly make additional adjustments.

In organizational systems, it is virtually impossible to make changes in one part of the system without having an impact—foreseen or unforeseen—on other parts of the system. In order for recommended changes to have the desired positive effect on operational efficiency, it is necessary to analyze the changes and make adjustments as soon as reasonably possible.

RECOMMENDATION 3-1:

Formally assess the impact and effectiveness of the recommended changes to the organizational structure of the curriculum and instruction department.

Given the limited size of the school division, “wearing multiple hats” is the norm for staff members; however, attention must be paid to the tasks assigned to ensure that workloads are balanced and that staff has the time to attend to both immediate, short term tasks, as well as long-term, more reflective tasks.

The assistant superintendent, along with appropriate staff members should reassess the implemented changes three, six, and 12-months out from the initial transition period. At each of these assessments, the members of the review team should ask: *Where were we before? Where are we now? Are we where we wanted to be? If not, why? What is our new destination?* Reflecting on these questions and assessing the impact of the changes will be crucial to the process of making decisions on what the right duties and responsibilities are for school and school division staff.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will take several hours of time on the part of all participants at the three, six, and 12-month review periods.

3.2 Professional Development of Certified Staff

The Virginia Department of Education (VDOE) has provided guidance for school divisions seeking to develop high quality systems of professional development. The VDOE document entitled *High-Quality Professional Development Criteria* states that high-quality professional development requires:

- Structure, reflecting well-thought out delivery.

- Efficient use of time.
- Varied and effective styles of pedagogy.
- Discourse and application.
- The use of formative and summative assessment to promote understanding.
- The guidance of experienced educators and other professionals who have a thorough and up-to-date understanding of the content themselves and who can fully engage the participants in the desired learning.

The VDOE specifies that high-quality professional development should:

- Improve and increase teachers' knowledge of the academic subjects the teachers teach.
- Enable teachers to become highly qualified if they are teaching in a federal core content area.
- Be sustained, intensive, and classroom-focused in order to have a positive and lasting impact on classroom instruction and teachers' performance in the classroom.
- Be based on, aligned with, and directly related to Virginia's Standards of Learning.
- Be structured on scientifically-based research demonstrated to improve student academic achievement or substantially increase the knowledge and teaching skills of teachers.
- Be sponsored by school divisions, colleges, universities, organizations, associations, or other entities experienced in providing professional development activities to teachers and instructors.
- Be delivered by individuals who have demonstrated qualifications and credentials in the focus area of the professional development.
- Support the success of all learners including children with special needs and limited English proficiency.
- Provide training for teachers in the use of technology so that technology and technology applications are effectively used in the classroom to improve teaching and learning in the curricula and federal core academic subjects in which the teachers teach.
- Promote the use of data and assessments to improve instruction.

- Be reviewed for high quality and evaluated after completion to determine if the intended results were achieved.

FINDING

The professional development program in RCPS does not meet the high-quality criteria defined by the VDOE.

In interviews with RCPS administrative and instructional staff, MGT consultants received highly positive feedback regarding the availability and ease of access to professional development. All interview subjects indicated that they had participated in at least one inservice activity within the past year and that the school division was supportive of requests to attend conferences and workshops. The school division provides additional incentive to participate in professional development activities through the provision of tuition assistance with approved courses.

Although RCPS employees are encouraged to participate in professional development activities, there is no comprehensive system for ongoing training that meets the standards of quality specified by the VDOE. In the RCPS 2007-08 Employee Handbook, there is a one-page description of the school division's staff development plan. The plan outlines upcoming activities related to groups and individual professional development, such as teachers pursuing additional subject area endorsements on their professional credentials or pursuing advanced degrees. The plan also specifies activities that the assistant superintendent for human resources and instruction will undertake to support employee training such as providing professional development days in the school calendar, planning for subject area training in core subject areas such as math and reading, and scheduling professional development days in the school calendar. The plan does not provide specifics for how any of these activities will be conducted, nor does it clearly show a connection to the division's comprehensive plan.

Failure to have a comprehensive professional development plan that aligns with the division's comprehensive plan prevents RCPS from realizing cost and efficiency savings that can be realized through coordinated training activities supporting the delivering of educational programs.

RECOMMENDATION 3-2:

Create and implement a comprehensive professional development plan.

The plan should incorporate all the elements specified in the VDOE document, *High-Quality Professional Development Criteria*. Current staff development initiatives specified in the existing plan outline are a good beginning, but have not become a part of the operational culture of the school division. Expand the current initiatives and align with the division's comprehensive plan.

The primary objective of the professional development plan should be to facilitate change by challenging employees to stretch beyond their current skills and abilities level and contributing to a continuous learning process.

FISCAL IMPACT

The fiscal impact of this recommendation will depend heavily upon the number and types of staff development activities selected for inclusion in the plan. Once the plan is in place, the schools and departments can determine if additional funding will be required. The immediate impact will be in terms of the time devoted to the development of the plan by curriculum and instruction department and school staff.

3.3 Student Performance

The assistant superintendent for human resources and instruction provides leadership and expertise in the development of general education curriculum and instructional initiatives that support achievement for all students in RCPS. The department is responsible for the overseeing the monitoring and evaluation of curricula and pacing guides that are based on Virginia Standards of Learning.

RCPS classrooms are focused on teaching and learning. The pursuit of mastering the Virginia Standards of Learning (SOLs) serves as the core for the instructional day. RCPS strives to serve the needs of all students by offering gifted and accelerated programs and special education services, as well as vocational and career preparation programs. The division's primary goal is to improve learning and student achievement, and evidence of attainment of this goal can be found in the academic performance of RCPS students in recent years.

FINDING

RCPS has achieved commendable success in having student attain high standards of academic performance.

Notable achievements in terms of student success in recent years are the following:

- Both the elementary and high schools in RCPS have been fully accredited for the past five years.
- Pass rates on the Standards of Learning exams (SOLs) exceeded 90% in Grade 6 English-Language Arts; Grade 7 Algebra (94%); Pre-Algebra (93%); Grade 8 Algebra (100%); Geometry (94%); Chemistry (96%); World History II (96%); U.S. History (99%); Grade 11 English-Language Arts (99%); Grade 11 English-Writing (92%).

RCPS has taken measures to increase the rigor in academic courses and set high expectations for all students. At the high school, RCPS has established the Cambridge International program, Advanced Placement courses, and gifted education is offered at the elementary and high schools.

COMMENDATION 3-A:

RCPS emphasizes rigor and relevance in courses and provides strong instructional support to help ensure student success.

FINDING

RCPS student sub-groups are underperforming the state average in math and language arts.

Exhibit 3-3 shows the performance of all student sub-groups in RCPS in comparison with state averages for the past three years on English SOLs. As shown in the exhibit, the pass rates for the group of all RCPS students met or exceeded the state passing rate in English for three years; however, all other sub-groups consistently underperformed compared with the state average.

Addressing the achievement gaps between majority and non-majority students is a key component of the federal *No Child Left Behind* (NCLB) legislation. In attempts to meet the NCLB standards, many school districts have sought to create better alignment between the curriculum taught in the classroom and the standards of learning and achievement established by the state. Virginia is no exception in its encouragement of curriculum alignment, and school divisions whose students have consistently achieved high scores on the SOLs, typically have established curriculum alignment as a best practice.

A parallel task to curriculum alignment is differentiated instruction. This approach to instruction recognizes that students of different learning abilities learn at different rates, times and locations, and teaching in a differentiated learning environment requires the support of administrators and peer teachers in creating the type of class schedules, shared planning time, and consistent application of the practice to improve student outcomes.

One means of assisting schools with differentiated instruction is to have curriculum/content area coaches available to work directly with teachers to assist them with lesson planning and the development of pacing guides; however, given the small size of the school division, there are no additional resource teachers serving in this role.

**EXHIBIT 3-3
PERCENT OF STUDENTS TESTED, NOT TESTED, PASSING
VIRGINIA STANDARD OF LEARNING ENGLISH EXAMS (SOL'S)
2004-05 THROUGH 2006-07 SCHOOL YEARS**

STUDENT SUBGROUP	TYPE	2004-2005			2005-2006			2006-2007		
		PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
English Performance										
All Students	Division	83	100	0	84	99	1	87	100	0
	State	81	99	1	84	100	0	85	100	0
Black Students	Division	71	100	0	68	100	0	70	100	0
	State	70	99	1	73	99	1	76	99	1
Hispanic Students	Division	<	<	<	<	<	<	100	100	0
	State	73	100	0	76	100	0	72	99	1
White Students	Division	84	100	0	85	99	1	87	100	0
	State	87	99	1	89	100	0	90	100	0
Students with Disabilities	Division	48	100	0	52	95	5	71	99	1
	State	56	98	2	64	100	0	62	99	1
Disadvantaged Students	Division	68	100	0	78	99	1	75	100	0
	State	69	99	1	73	99	1	73	99	1

Source: State Report Cards, Virginia Department of Education, October 2007.

**EXHIBIT 3-4
PERCENT OF STUDENTS TESTED, NOT TESTED, PASSING
VIRGINIA STANDARD OF LEARNING MATH EXAMS (SOL'S)
2004-05 THROUGH 2006-07 SCHOOL YEARS**

STUDENT SUBGROUP	TYPE	2004-2005			2005-2006			2006-2007		
		PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED	PASSED	TESTED	NOT TESTED
Mathematics Performance										
All Students	Division	83	100	0	73	99	1	74	100	0
	State	84	99	1	76	100	0	80	99	1
Black Students	Division	54	100	0	50	100	0	53	100	0
	State	73	98	2	62	99	1	68	99	1
Hispanic Students	Division	<	<	<	91	100	0	77	100	0
	State	77	99	1	66	99	1	70	99	1
White Students	Division	84	100	0	75	99	1	75	100	0
	State	89	99	1	81	100	0	85	100	0
Students with Disabilities	Division	50	100	0	50	96	4	52	99	1
	State	61	98	2	53	100	0	58	99	1
Disadvantaged Students	Division	74	100	0	43	99	1	63	100	0
	State	74	99	1	62	99	1	67	99	1
Limited English Proficient Students	Division	<	<	<	-	<	<	<	<	<
	State	77	99	1	-	<	<	70	99	1

Source: State Report Cards, Virginia Department of Education, October 2007.

RECOMMENDATION 3-3:

Strengthen the integration of learning strategies and differentiated instruction into the general education curriculum.

RCPS should integrate learning strategies and differentiated instruction into the general education curriculum. The assistant superintendent of human resources and instruction should assume the primary responsibility for this recommendation, and should ensure that administrators, general education and special education teachers participate in staff development related to the integration of learning strategies and differentiated instruction into the general education curriculum, as well as summative assessment and ongoing monitoring of student progress.

RCPS currently provides teachers with an employee handbook that recommends a structure for instructional practice, pupil progressions, and procedures for assessment and grading, and curriculum alignment. It does not speak to collaboration and integration of curriculum and the development of strategies for differentiated instruction.

This recommendation is in keeping with those made as a part of the curriculum and instruction audit conducted in 2001. At that time, independent auditors reviewed the school division's curriculum and instruction practices and made recommendations regarding curriculum development. One of the key recommendations was that various teacher teams share their planning templates, schedules, and models with one another, and begin to work in a more collaborative manner.

FISCAL IMPACT

There are no direct dollar costs for implementing this recommendation. The required review process will require numerous hours of RCPS staff time.

3.4 School Improvement

The process of school improvement should be used as the means of determining how schools will plan to ensure that students reach proficiency and beyond. The process should focus on both school and division improvement efforts by bringing together all stakeholders to plan for improvement, by focusing planning efforts on priority needs and closing achievement gaps between subgroups of students, by building upon school and district capacity for high quality planning, and by making connections between the funds that flow into the division and the priority needs in schools.

RCPS has a school improvement model that reflects this process. It begins with a focus on system-wide improvement by identifying a leadership structure at the division and school level. The Division Leadership Team (DLT) and the Building Leadership Team (BLT) work in conjunction to ensure that improvement efforts are seamless.

Exhibit 3-5 shows the membership of the DLT and BLT for each school. As shown in the exhibit, each team has representation from both RCPS employees and parents, and instructional team member representation from all grade levels. Team membership at each of the schools consists of faculty/staff, volunteers, and one non-employee parent or citizen representative. These teams meet as needed. The BLT's meet the third

Wednesday of every month, and the DLT meets the first Wednesday of every month (more frequently as needed).

**EXHIBIT 3-5
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
DIVISION LEADERSHIP TEAM AND BUILDING LEADERSHIP TEAM MEMBERSHIP
2007-08 SCHOOL YEAR**

DIVISION LEADERSHIP TEAM	BUILDING LEADERSHIP TEAM
<p>Each school shall provide the following members:</p> <ul style="list-style-type: none"> ■ Instructional or Vertical Team Member ■ School Administrator ■ Correlate Team Member ■ Non-Employee Parent ■ Central Office Support Person ■ Transportation Employee ■ School Board Member ■ Superintendent 	<p>Rappahannock Elementary School Team</p> <ul style="list-style-type: none"> ■ Seven Correlate Team Members ■ Four Instructional Team Leaders ■ One Administrator ■ One Support Staff Member ■ One Non-Employee Parent <p>Rappahannock High School Team</p> <ul style="list-style-type: none"> ■ Seven Correlate Team Members ■ Two Vertical Team Leaders ■ Eight Department Chairs ■ One Support Staff Member ■ One Non-Employee Parent

Source: Rappahannock County Public Schools, 2007-08 Employee Handbook.

FINDING

The RCPS Comprehensive Plan is a single document that comprises the improvement efforts at both schools and the central office.

The RCPS Comprehensive Plan is a compilation of the division’s previous Six-Year Plan and Strategic Plan. It was first approved by the school board in December 2005. The current plan contains objectives for the 2007 through 2013 school years. The plan’s objectives target the elementary, middle and high school level, as well as system-wide initiatives. **Exhibit 3-6** shows a sample of the plan. As shown in the exhibit, the plan states the goal, the current status of the goal, strategies to achieve the goal each year for the seven years of the plan and the person responsible for monitoring and assisting goal attainment. **Chapter 2.0**, Financial Management, contains a recommendation regarding the need to align the RCPS comprehensive plan to budget forecasts. Implementation of this recommendation would further enhance the plan.

One of the most common challenges to school systems is the alignment of school improvement efforts across the district. While most systems provide a common template to structure the content of school improvement plans, RCPS has created a process where needs at both schools are incorporated into a single plan that all stakeholders can buy in to and work towards achieving.

**EXHIBIT 3-6
RCPS COMPREHENSIVE PLAN
2007-08 THROUGH 2012-13 SCHOOL YEAR**

CURRENT STATUS	STRATEGIES 2007-08	STRATEGIES 2008-09	STRATEGIES 2009-2001	STRATEGIES 2007-08	STRATEGIES 2007-08	STRATEGIES 2007-08	PERSON RESP.
Mastery of curriculum is not defined in all subjects and grade levels.	Mastery concepts will be used division-wide	Convene team to consider reviews to Mastery Learning Plan used division-wide	Mastery concepts will be used division-wide	Mastery concepts will be used division-wide	Convene team to consider reviews to Mastery Learning Plan used division-wide	Mastery concepts will be used division-wide	Asst. Supt. For HR and Instruct. and HR

Source: Rappahannock County School District 2007-08 Employee Handbook.

RCPS has recognized the need to provide schools with a means of connecting their individual school improvement efforts to create a more seamless process and to better align resources.

COMMENDATION 3-B:

RCPS is commended for creating a comprehensive school improvement process that provides a shared, division-wide platform for school goals and objectives.

3.5 Student Support Services and Special Education

Student support services provides a coordinated system of services to enhance student learning, by addressing issues that impede the cognitive, physical, emotional, and social health and well-being of students. These services are typically provided by:

- School Nurses
- School Psychologist
- Occupational and Physical Therapist
- Speech Pathologist
- Social Workers
- Guidance Counselors
- Other Student Services Personnel (e.g., Truancy Official)

RCPS offers a full-range of student support services through a combination of public school employees and contracted private service providers in the community. Both schools have a full-time nurse, and the division employs a full-time speech pathologist and school psychologist. There is a full-time guidance counselor at the elementary school and two full-time counselors at the high school. The social worker, occupational therapist, and physical therapist are part-time.

FINDING

RCPS has an effective network of community service providers to augment student services provided by the school division.

RCPS occasionally has students who require services beyond those provided by the full and part-time RCPS student support services staff. On those occasions when students and or their families have needs that exceed the capacity of the school division, RCPS has established a very positive working relationship with Rappahannock County Social Services Division. An example of those services is when families experience a catastrophic loss or need emergency shelter. Other examples include families whose children need specialized medical care that would not be affordable through the normal channels. The extent of this “safety net” of services extends beyond the county social services into private agencies that provide health and counseling services on a per-child referral basis. In a small, rural community, having vital services nearby is sometimes a life saver.

COMMENDATION: 3-C

RCPS has established an effective and efficient network of health, social and psychological services that are available to all families, regardless of income level.

FINDING

The elementary school guidance program includes an effective system for welcoming new students and making them feel at ease in their new school setting.

The guidance counselor at the elementary school provides a very inviting “Welcome to Your New School” party for newly arriving students. From her years of experience, she has learned that coming into a new environment can be very traumatic for young children, particularly those who might be enrolling due to unpleasant circumstances at home (e.g., death, divorce, separation, etc.). The party includes light snacks, get-to-know-you games, and a chance to talk about worries or fears they may have. The counselor also gives the children a “Come and See Me” form that they can use anytime they need someone to talk to.

This type of nurturing, child-centered practice is representative of the best of school counseling services and is a model that could be readily duplicated in schools and communities of any size.

COMMENDATION 3-D:

RCES has an outstanding system for welcoming new students and immediately putting them at ease in their new school environment.

3.5.1 Special Education

RCPS has 132 students identified as requiring special education services. These students have a primary disability in one or more nine exceptionality areas. **Exhibit 3-5** shows the enrollment levels of each of the nine programs. As shown in the exhibit, the largest number of special education

**EXHIBIT 3-5
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
STUDENT ENROLLMENT IN SPECIAL EDUCATION PROGRAMS
2007-08 SCHOOL YEAR**

PROGRAM	PRIMARY DISABILITY	SECONDARY DISABILITY	SLI ONLY	RCES PRIMARY DISABILITY	RCHS PRIMARY DISABILITY
SLD	43	3		16	27
DD	13			13	
ED	8			2	6
MR	6			3	3
SLI	41	27	41	41	0
OHI	11			11	0
OI	0				
MD	4			4	0
Deaf	0				
Autism	5			4	1
HI	0				
VI	0				
DB	0				
SD	0				
TBI	0				
OTHER	1				
TOTAL	132				

Source: RCPS Special Education Office, October, 2007.

There are 10 special education teachers in the school division, with student case loads ranging from five to 12 students. All teachers are either provisionally or fully certified in special education. The special education office works closely with teachers and other student support services personnel to monitor schedules related to student eligibility screenings, re-evaluations, triennial updates of student Individual Education Plans (IEPs), and progress monitoring.

Interviews with teachers and observations in special education classrooms revealed a positive and productive relationship among regular classroom teachers and special educators. Classrooms were well-equipped with instructional materials and supplies and teachers stated that they had no difficulties ordering new or replacement materials when the need arose.

FINDING

Over the past five years, students in self-contained classroom placements have declined to less than 30 students.

One of the keystones in the philosophy of special education is the concept of “least restrictive environment,” in which a strong emphasis is on placing children in school environments which are as close to a “regular” classroom as possible. Towards that end, RCPS has mainstreamed nearly all of its special education students into regular classes for all or a majority of the school day. The process involved proper identification of students along with the creation a proper level of support in the regular classroom

through co-teaching and other inclusionary models. This process has been so successful that today, less than 30 students countywide are in a self-contained classroom setting.

COMMENDATION 3-E:

RCPS special education office is commended for creating a process through which the majority of special education students are served with the inclusion model in general education classrooms.

**4.0 HUMAN RESOURCES AND
PERSONNEL
MANAGEMENT**

4.0 HUMAN RESOURCES AND PERSONNEL MANAGEMENT

This chapter presents findings and recommendations relating to the overall organization and management of human resources and personnel services in the Rappahannock County Public Schools (RCPS). The major sections include:

- 4.1 Human Resources Organization and Management
- 4.2 Personnel Management and Planning
- 4.3 Policies, Procedures, and Personnel Records
- 4.4 Employee Compensation and Benefits

The methodology used in the analysis, review, and development of recommendations and commendations for this chapter consisted of the following:

- On-site interviews with all staff members in the human resources department, including the associate superintendent and secretary; school administrators, teachers, and a focus group of instructional assistants.
- Review of documents provided by the human resources department such as policies, regulations and procedures; association contracts; job descriptions; salary schedules; and statistical reports on recruitment, teacher absences, teacher and support staff turnover, and substitutes.
- Review of the RCPS Web site as well as Web sites of peer divisions and additional divisions for data and information.
- Examination of personnel files.
- Observation of workloads of HR departmental staff.
- Review of media articles, educational research articles, and other related documents.

CHAPTER SUMMARY

The following area merits commendation and is discussed in detail later in this chapter:

- The assignment of duties to the assistant superintendent of human resources and instruction is well-balanced and complementary. (**Commendation 4-A**).

The following recommendations are proposed in this chapter:

- Reassign responsibility for supervising school bus safety drills to the assistant principals of the elementary and high schools (**Recommendation 4-1**).
- Upgrade the current HR Web site to allow for job seekers to complete the application process online (**Recommendation 4-2**).

- Redesign the HR Web site to provide more information for job applicants (**Recommendation 4-3**).
- Create an enrollment-based comprehensive staffing plan and make staffing reductions based on that plan (**Recommendation 4-4**).
- Conduct an employee satisfaction survey of all employees in order to determine their perceptions of their working conditions and to gain insights on how to improve those conditions (**Recommendation 4-5**).
- Publish the local RCPS policy manual at the school division Web site (**Recommendation 4-6**).
- Upgrade the human resources Web site to include all departmental forms and handbooks (**Recommendation 4-7**).
- Review, update, and/or develop job descriptions for each position RCPS, standardize the format, then systematically review and update all descriptions at least every three years (**Recommendation 4-8**).
- Conduct a survey of newly hired and veteran teachers to determine those conditions within the school division that serve to attract and retain teachers and use the survey results to improve recruitment and retention efforts and provide non-financial hiring and retention incentives. (**Recommendation 4-9**).

INTRODUCTION

MGT of America, Inc. sought input from RCPS stakeholders on their perceptions of the quality of services provided by the human resources department. An online survey was conducted which sought the views of central office administrators, school principals and assistant principals, and instructional personnel on HR Issues. Survey respondents were given ten statements regarding the HP operations in the school division and asked to respond either *Agree or Strongly Agree*, or *Disagree or Strongly Disagree*. **Exhibit 4-1** displays the results of the survey. As shown in the exhibit, the statements that received the highest percentage of *Agree or Strongly Agree* responses from one or more of the survey groups were the following:

- I know who to contact in the central office to assist me with professional development.
- My supervisor evaluates my job performance annually.
- I know who to contact in the central office to assist me with professional development.
- I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc.

The statement that received the highest percentage of *Disagree* or *Strongly Disagree* responses was:

- Salary levels in this school district are competitive.

**EXHIBIT 4-1
COMPARISON OF RESPONSES WITHIN RCPS
REGARDING HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school district are competitive.	40/40	0/75	11/66
2. Our district has an effective employee recognition program.	20/0	0/0	11/57
3. Our district has an effective process for staffing critical shortage areas of teachers.	60/0	25/50	7/51
4. My supervisor evaluates my job performance annually.	80/0	75/0	77/12
5. Our district offers incentives for professional advancement.	40/20	50/0	43/29
6. I know who to contact in the central office to assist me with professional development.	100/0	100/0	87/5
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	100/0	92/3
8. My salary level is adequate for my level of work and experience.	20/40	75/0	22/59
9. Our district has an effective teacher recruitment plan.	80/0	50/25	13/41
10. I have a professional growth plan that addresses areas identified for my professional growth.	40/0	50/25	62/21

Source: Created by MGT of America, Inc. October 2007.

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

4.1 Human Resources Organization and Management

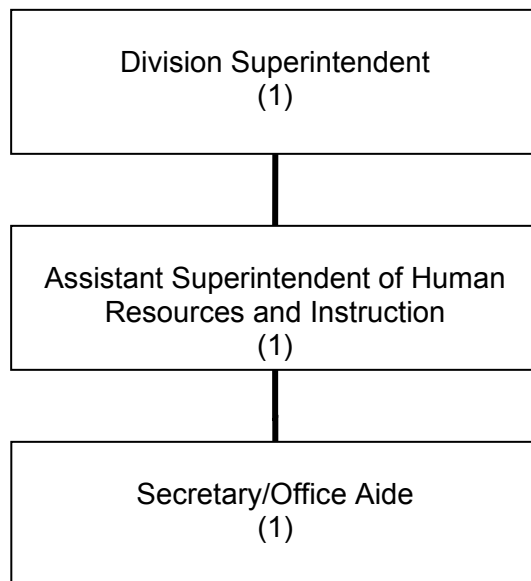
In July 2007, RCPS hired an associate superintendent with over 20 years of school-based and district experience to lead the activities of the RCPS Human Resources (HR) Department. Staffed by the associate superintendent and an office clerk, the department is responsible for the following HR functions:

- Interpreting and recommending personnel policy and procedures.
- Preparing and revising job descriptions.

- Overseeing the recruitment of teachers.
- Monitoring licensure of teachers.
- Processing applications for employment.
- Processing personnel recommendations.
- Tacking employee qualifications, certifications, assignments, promotions, transfers, resignations, and retirement.
- Implementing salary schedules.
- Handling employee complaints and grievances.
- Monitoring employee appraisals.
- Overseeing employee relations.

Exhibit 4-2 depicts the organizational structure of HR. It should be noted that the assistant superintendent does have other direct reports as she is also the head of the curriculum and instruction department. The responsibilities associated with that side of the position are described in detailed in **Chapter 3** of this report.

**EXHIBIT 4-2
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
HUMAN RESOURCES DEPARTMENT
ORGANIZATIONAL CHART
OCTOBER 2007**



Source: Created by MGT of America, 2007.

The assistant superintendent of human resources and instruction and the department's secretary carry out the majority of HR functions for the school division. **Exhibit 4-3** shows the division of responsibilities between the two positions. It should be noted that these two individuals work as a team and thus many of the responsibilities are shared; however, the exhibit shows those activities that are the primary responsibility of the individual indicated. Duties that are shared equally are also indicated.

**EXHIBIT 4-3
DIVISION OF HUMAN RESOURCES RESPONSIBILITIES
OCTOBER 2007**

RESPONSIBILITY	ASSISTANT SUPERINTENDENT	HR SECRETARY
New Teacher Orientation	√	
Substitute Teacher Training	√	
Coordination of Emergency Drills	√	
Classroom Visitation	√	
Fingerprinting of Employee Applicants	√	√
Background Checks of Job Applicants		√
Posting of Position Vacancies		√
Assigning Substitute Teachers		√
Preparation of HR Packet for Board Meetings	√	√
Prepare Employment Contracts (Non-Instr.)	√	√
Prepare Employee Letters of Agreement		√
Prepare Teacher Contracts	*	*
Coordinate Staff Development Activities	√	
Coordinate Division Recruitment Efforts	√	√
Oversee Teacher Licensure	√	
Oversee Employee Evaluation Process	√	√

Source: Created by MGT, 2007.

*This responsibility is carried out by finance department.

FINDING

The assignment of duties for the assistant superintendent of human resources and instruction position provides an effective balance of duties related to both of the operational areas supervised by the position.

As is often the case in smaller school divisions, individual positions are assigned a myriad of duties across multiple operational areas. In the case of the RCPS assistant superintendent of human resources and instruction, the duties related to both human resources and instruction are combined in such a way that they compliment rather than conflict with each other. For example, her responsibilities related to instruction entail her frequently visiting teacher classrooms. Having the opportunity to observe classroom instruction complements her responsibilities related to staff development, and allows for monitoring the implementation of division training initiatives.

COMMENDATION 4-A:

The assignment of duties to the assistant superintendent of human resources and instruction is well-balanced and complementary.

Assistant principals currently have responsibility for coordinating the daily dismissal procedures for bus loading and unloading at each of the schools. Assuming full responsibility for the bus evacuation drills would be an appropriate extension of these existing responsibilities.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will require one to two hours of additional time by the assistant principals for the planning and execution of the drills twice yearly.

4.2 Personnel Management and Planning

The human resources division is held accountable for planning, implementing, and maintaining a sound system of personnel services and human resources management that complies with the Commonwealth of Virginia regulations and is consistent with the mission and policies of RCPS.

One of the major functions of the HR department is ensuring that the RCPS elementary and high schools and central offices are staffed. The division employs 177 people, including full-time, part-time, substitute, and temporary workers. Of the 177 employees, 10 are assigned to the central office, 85 are employed at Rappahannock County Elementary School (RCES), 25 at the bus garage, and 57 at Rappahannock County High School (RCHS). There is no appreciable industry in the county and thus the school division is the largest employer.

The HR department has responsibility for coordinating the advertisement of all position vacancies, recruitment and retention of instructional personnel, monitoring the evaluation process for all employees, and coordinating training activities for various employee groups.

FINDING

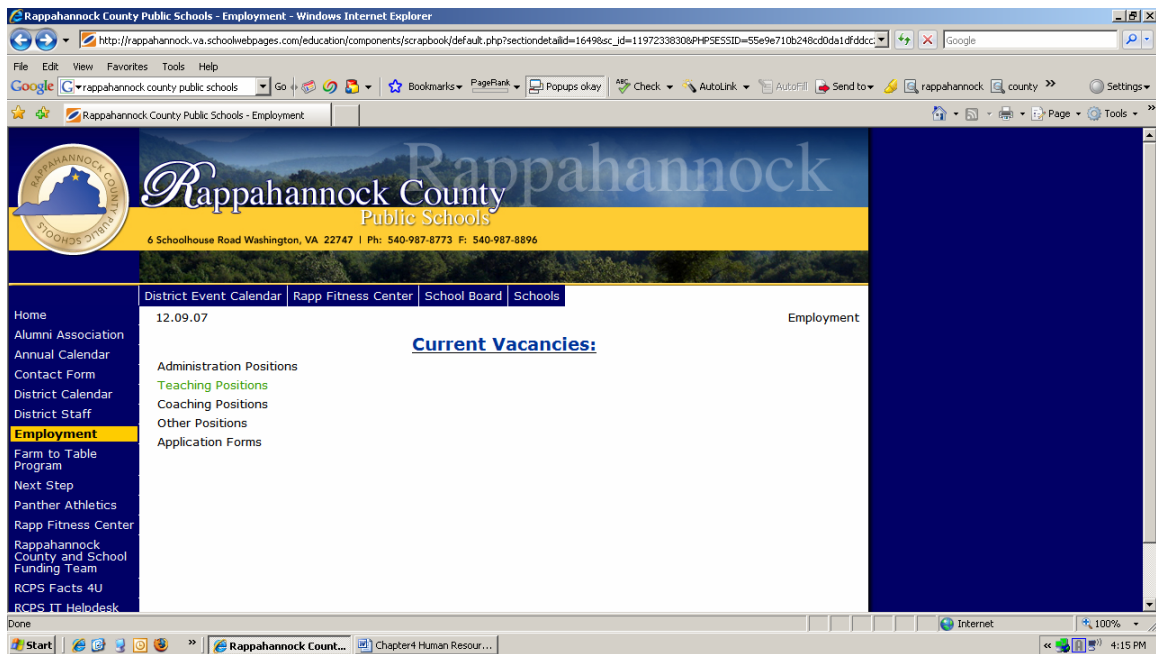
The HR department's section of the RCPS Web site does not provide interested job applicants the ability to apply for vacancies online.

The HR department has a link to employment notices on the main page of the school division's Web site. Visitors to the site are taken to a second page which lists the categories of job vacancies. As shown in **Exhibit 4-4**, there are four categories of vacancies: administrative, teaching, coaching, and other positions. Directly below the four categories is a link to an employment application. The "Application Forms" link takes a Web site visitor to an Adobe® document that must be downloaded and completed manually. While putting the document in an Adobe® format is a well-advised approach to providing a form that cannot be manipulated or altered when accessed, it presents a potential barrier to individuals who do not have the appropriate software to download the application.

An increasingly common practice among school systems across the country is to provide potential job applicants with the ability to complete job applications online. This submission format has several advantages to both the employer and applicant alike. For the employer, there is a reduction in the amount of paper that accumulates with paper

applications and the accompanying resumes and credentials. There are additional benefits in terms of the time saved with the elimination of the need to open mail and file application materials. For job applicants, there is the advantage of applications being reviewed and subsequent interviews being scheduled more rapidly. An online application process also facilitates easier tracking of job applicants.

**EXHIBIT 4-4
CURRENT VACANCIES PAGE OF THE
HUMAN RESOURCES SECTION OF THE
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS WEBSITE
OCTOBER 2007**



Source: RCPS Human Resources Department Web Site, October 2007.

RECOMMENDATION 4-2:

Upgrade the current HR Web site to allow for job seekers to complete the application process online.

The upgraded system will also allow current RCPS employees seeking other positions in the school division to complete an application online and assist the HR department in tracking this type of internal transfer. Louisa County (VA) Public Schools has an online system that allows job applicants to create a password-protected account. The Web site provides details on the materials needed for a complete application package, and the “next steps” in the process after an application has been submitted.

FISCAL IMPACT

The implementation of this recommendation will require the resources of the RCPS technology department to configure the Web site for online applications and time for HR staff to provide training for school principals and others involved in accessing job applications. There will also need to be informational materials prepared for RCPS employees informing them of the new process of applying for job vacancies.

FINDING

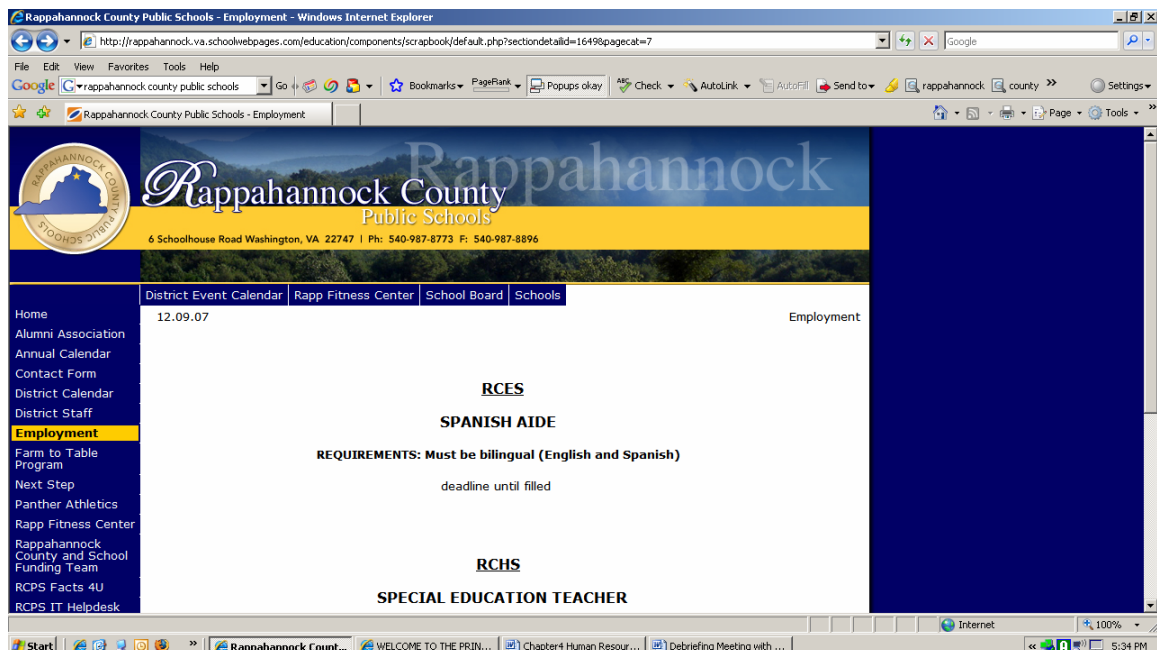
The human resources department's Web site does not provide detailed information on posted job vacancies or procedures for applying for advertised positions.

Interested job seekers visiting the RCSP job vacancies section of the division's Web site find very limited information on posted positions. As shown in **Exhibit 4-5**, the only information displayed for job openings is the position title and work location. Some positions have special notes (e.g., licensure requirements) that provide a limited amount of additional information.

Given the small size of the division, the limited amount of information may seem sufficient; however, since the Web site is on the Internet, the school division has a means of attracting job applicants from outside the school division who will need more information in order to submit an application. Key information missing from the site includes contact information for applying for the position, a link to the application form, salary and employee benefits information, and the position/job description.

Well-designed human resources Web sites provide an excellent means of attracting job applicants. In addition, by providing detailed information at the site, interested persons are able to learn a sufficient amount of information to make decisions regarding whether or not to apply for the posted positions.

**EXHIBIT 4-5
INSTRUCTIONAL VACANCIES PAGE OF THE
HUMAN RESOURCES SECTION OF THE
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS WEBSITE
OCTOBER 2007**



Source: RCPS Human Resources Department Web Site, October 2007.

RECOMMENDATION 4-3:

Redesign the HR Web site to provide more information for job applicants.

Providing more details on advertised positions would provide both internal and external job applicants the opportunity to learn valuable information to assist them in their application decision. An exemplary HR website is Prince George's County (MD). The Web site provides details such as the position's salary range, job description, and employment benefits.

FISCAL IMPACT

The implementation of this recommendation will require a time commitment of several weeks by the HR staff and other RCPS employees such as school principals, who are involved in HR processes. The RCPS technology department will also need to devote hours to revising the Web site.

4.2.1 School Staffing

The Standards of Quality (SOQ) in Virginia provide detailed guidelines regarding the staffing ratios for administrative, instructional and support personnel in school divisions. These guidelines specify the minimum staffing levels for Virginia public schools. Section 22.1-253.13:2, Part C of the SOQ details the ratios for instructional staff, and reads as follows:

Each school board shall assign licensed instructional personnel in a manner that produces divisionwide ratios of students in average daily membership to full-time equivalent teaching positions, excluding special education teachers, principals, assistant principals, counselors, and librarians, that are not greater than the following ratios: (i) 24 to one in kindergarten with no class being larger than 29 students; if the average daily membership in any kindergarten class exceeds 24 pupils, a full-time teacher's aide shall be assigned to the class; (ii) 24 to one in grades one, two, and three with no class being larger than 30 students; (iii) 25 to one in grades four through six with no class being larger than 35 students; and (iv) 24 to one in English classes in grades six through 12.

Within its regulations governing special education programs, the Board shall seek to set pupil/teacher ratios for pupils with mental retardation that do not exceed the pupil/teacher ratios for self-contained classes for pupils with specific learning disabilities.

Further, school boards shall assign instructional personnel in a manner that produces school-wide ratios of students in average daily memberships to full-time equivalent teaching positions of 21 to one in middle schools and high schools. School divisions shall provide all middle and high school teachers with one planning period per day or the equivalent, unencumbered of any teaching or supervisory duties.

In Part H through J of section 22.1-253.13:2, the staffing ratios for administrative and support staff and reads as follows:

H. Each local school board shall employ, at a minimum, the following full-time equivalent positions for any school that reports fall membership, according to the type of school and student enrollment:

- 1. Principals in elementary schools, one half-time to 299 student one full-time at 300 students; principals in middle schools, one full-time, to be employed on a 12-month basis; principals in high schools, one full-time, to be employed on a 12-month basis;*
- 2. Assistant principals in elementary schools, one half-time at 600 students, one full-time at 900 students; assistant principals in middle schools, one full-time for each 600 students; assistant principals in high schools, one full-time for each 600 students;*
- 3. Librarians in elementary schools, one part-time to 299 students, one full-time at 300 students; librarians in middle schools, one-half time to 299 students, one full-time at 300 students, two full-time at 1,000 students; librarians in high schools, one half-time to 299 students, one full-time at 300 students, two full-time at 1,000 students;*
- 4. Guidance counselors in elementary schools, one hour per day per 100 students, one full-time at 500 students, one hour per day additional time per 100 students or major fraction thereof; guidance counselors in middle schools, one period per 80 students, one full-time at 400 students, one additional period per 80 students or major fraction thereof; guidance counselors in high schools, one period per 70 students, one full-time at 350 students, one additional period per 70 students or major fraction thereof; and*
- 5. Clerical personnel in elementary schools, part-time to 299 students, one full-time at 300 students; clerical personnel in middle schools, one full-time and one additional fulltime for each 600 students beyond 200 students and one full-time for the library at 750 students; clerical personnel in high schools, one full-time and one additional full-time for each 600 students beyond 200 students and one full-time for the library at 750 students.*

I. Local school boards shall employ five full-time equivalent positions per 1,000 students in grades kindergarten through five to serve as elementary resource teachers in art, music, and physical education.

J. Local school boards shall employ two full-time equivalent positions per 1,000 students in grades kindergarten through 12, one to provide technology support and one to serve as an instructional technology resource teacher.

FINDING

Staffing levels in RCPS schools meet the minimum guidelines established in the Virginia SOQ's; however, the school division does not have a comprehensive staffing plan on which to base personnel decisions in light of declining student enrollment.

Exhibit 4-6 shows the Virginia SOQ minimum staff to pupil ratios and **Exhibit 4-7** shows the current staffing and student enrollment levels at RCES and RCHS. A comparison of the two exhibits shows that RCPS is meeting the SOQ minimum staffing standards, but interviews conducted during the onsite visit and review of documentation provided by the school division reveals that there is no comprehensive plan with standards for adjusting staffing levels, or for justifying existing staffing levels.

The RCPS student enrollment figure of 943 for the 2007-08 school year is nearly 100 less than the 2006-07 student enrollment of 1,044, and continues a downward trend from 1,059 students in the 2005-06 school year. Despite the significant drop in enrollment, instructional staff has only been reduced by one and a half teaching positions since 2006.

**EXHIBIT 4-6
VIRGINIA SOQ MINIMUM STAFF TO PUPIL RATIOS**

POSITION	ELEMENTARY SCHOOL	MIDDLE SCHOOL	HIGH SCHOOL
Principal	1 per school*	1 per school	1 per school
Assistant Principal	1 per 900	1 per 600	1 per 600
Librarian	1 per 300	2 per 1,000	2 per 1,000
Guidance Counselor	1 per 500	1 per 400	1 per 350
Clerical Personnel	1 per 300	2 per 800	2 per 800
Resource Teachers	5 per 1,000 (Gr. K-2)		
ITRT	2 per 1,000 (Gr. K-12)		
Classroom Teachers	1:24 (Gr. K-3); 1:25 (Gr. 4-6)	1:24 (Grade 6-12)**	

Source: Virginia Standards of Quality, 2006.

*Schools of 900 students or more

**English classes

**EXHIBIT 4-7
SCHOOL STAFFING LEVELS
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
2007-08 SCHOOL YEAR**

POSITION	RAPPAHANNOCK ELEMENTARY SCHOOL	RAPPAHANNOCK HIGH SCHOOL	RCPS TOTALS
Principal	1	1	2
Assistant Principal	1	1	2
Teacher	46	39	85
Aides	21	6	27
Custodian	4	3	7
Clerical	1	1	2
Librarian	1	1	2
Guidance	1	2	3
Nurse	1	1	2
Resource Staff	2	2	4
Student Enrollment	550	394	944

Source: Rappahannock County Public Schools, Human Resources Department, October 2007.

Without an enrollment-based staffing plan in place to guide personnel decision-making, RCPS is challenged to make changes in staffing levels that are equitable and in the best interest of students and staff alike. In the face of current declines in student enrollment, having such a plan in place is essential. A comprehensive plan would have at a minimum, the following components:

- Specified staffing levels for each school level (elementary, middle, and high) and for each position in the school.
- A staffing timeline that included submission of student enrollment projections, presentation of preliminary staffing projections based on personnel actions (resignations, retirements, terminations), and finalization of student enrollments and staffing levels for the upcoming school year.
- Procedures for the reassignment of personnel within the school and/or the school division.

Irving Independent School District (IISD) in Texas has a comprehensive staffing plan that incorporates each of the elements previously listed. The school district conducts a review of staffing levels at all district schools annually and provides principals with the autonomy to make staffing changes internally to accommodate shifts in enrollment whenever possible. When there is a dramatic rise or fall in student enrollment, the school district uses the staffing formulas contained in the staffing plan to make the necessary adjustments. New teachers hired in response to enrollment increases are informed of conditions in the district and are notified at the point of initial employment of the possible of school/assignment transfer should enrollment figures prove unreliable.

RECOMMENDATION 4-4:

Create an enrollment-based comprehensive staffing plan and make staffing adjustments based on the plan.

The creation of such a plan would allow RCPS to begin the process now of making decisions regarding school staffing in the face of current student enrollment declines. Having a plan in place for the 2008-09 school year would allow an implementation schedule that would provide teachers and other school staff receive adequate notification of any impending changes in staffing levels.

FISCAL IMPACT

The exact fiscal impact of implementing this recommendation cannot be determined at this time; however, after the school division reviews the current staffing levels for RCPS elementary and high schools based on the new plan, there may be a determination of need to reduce current levels of staffing. Such a determination would result in savings equal to the salaries and benefits of each of the affected positions.

The current instructional staff to student ratio in RCPS is 1:11. While this ratio does not mean that every classroom in the school division has only 11 students, it does represent a higher than average staffing level given the total number of students enrolled in the division.

FINDING

RCPS does not have a formal process for determining the reason for employee attrition.

Exhibit 4-8 illustrates the number of resignations, terminations, and retirements among administrative, instructional, and support personnel over the past three years. As shown in the exhibit, there have been only five terminations, 17 retirements, and 48 resignations, the teachers comprising the largest portion of resignations (34).

**EXHIBIT 4-8
EMPLOYEE RESIGNATIONS, TERMINATIONS AND RETIREMENTS
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
2004-05 THROUGH 2006-07 SCHOOL YEAR**

YEAR	EMPLOYEE	RESIGNATION	TERMINATION	RETIREMENT
2004-05	Teachers	15	0	3
2005-06		9	1	4
2006-07		10	1	2
3-Year Totals		34	2	9
<hr/>				
2004-05	Administrators	0	0	1
2005-06		2	0	1
2006-07		2	0	2
3-Year Totals		4	0	4
<hr/>				
2004-05	Support Staff	5	1	2
2005-06		5	1	0
2006-07		0	1	2
3-Year Totals		10	3	4

Source: Rappahannock County Public Schools, Human Resources Department, 2007.

Interviews conducted during the onsite visit indicated the main reasons for employee attrition other than retirement are to obtain a higher paying position and for personal reasons such as a spouse's job relocation. Without having a means of determining the reasons for employee attrition, the HR department is handicapped in its ability to affect changes that will positively impact working conditions.

HR professionals recognize that exit interviews can produce useful information about an organization's working environment. The interviews also help tie up loose ends with departing employees such as obtaining a correct mailing address for W-2 forms, and, in some cases, may head off the unpleasant repercussions that can arise from a bitter dismissal situation. The interview is a final opportunity to address misunderstandings and defuse potential legal actions.

RECOMMENDATION 4-5:

Conduct an employee satisfaction survey of all employees in order to determine their perceptions of their working conditions and to gain insights on how to improve those conditions.

RCPS should periodically survey its employees to determine their perceptions of their working conditions and as a means of improving the overall effectiveness and efficiency of district operations. Such surveys are an accepted industry practice and build a strong sense of ownership and efficacy on the part of employees. Once survey data is

collected, it should be analyzed and the results disseminated. Where practical, ideas and suggestions offered in this process should be implemented. **Exhibit 4-9** provides a sample survey of instructional personnel.

FISCAL IMPACT

Implementing this recommendation will require a time commitment of several days by human resources staff to compose the survey and by division technology staff to post the survey online.

EXHIBIT 4-9 SAMPLE INSTRUCTIONAL EMPLOYEE SATISFACTION SURVEY

<p>Please fill in the box(s) beside your occupation category: <input type="checkbox"/>Instructional <input type="checkbox"/>Administrative <input type="checkbox"/>Support</p> <ol style="list-style-type: none">1. Were you satisfied with the academic performance of the students at your school?2. Were you satisfied with the development of students' reading and writing skills at your school?3. Were you satisfied with the development of students' computer skills at your school?4. Were you satisfied with the human and social development of students at this school?5. At your school, were all students expected to do well?6. Did your school welcome and include all students?7. Was your school a safe place to work and learn?8. Did your school provide clear expectations for student behavior in the school?9. Were the rules related to behavior enforced consistently at your school?10. Did staff members care about students' well-being and academic success?11. In your school, did staff members work hard to maintain good relations with parents?12. Did your school have a positive climate?13. Was the physical condition of the school welcoming?14. Was students' progress regularly and systematically assessed and evaluated?15. Were parents involved in decisions at the school that affect their child?16. Did you have opportunities for input in school decision-making?17. Was assessment information used to plan for instruction?18. Did teachers collaborate to plan for instruction?19. Was professional development ongoing at this school?20. Did your school provide programs to meet all students' needs?21. Did teachers strive to improve the quality of instruction?22. Were you aware of the school goals for improving student performance?
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Source: Provided by MGT of America, Inc. October 2007.

4.3 Policies, Procedures, and Personnel Records

State and local policies governing personnel issues are set forth in the manual *Virginia School Boards Association Policy and Regulations* (Section G: Personnel). Employment of personnel, staffing allowances, assignments/reassignments, health, payroll, evaluations, absences, and leave are but a few of the subjects covered. The VSBA produces a policy manual that it makes available to all Virginia school divisions. The divisions then modify the manual and customize it to fit local conditions.

FINDING

The HR policy manual posted at the RCPS Web site is a boilerplate publication of the VSBA and does not contain the specific policies of the school division.

RCPS has a local school board policy manual, hard copies of which are provided to each school. The manual details policies specific to RCPS and as such, differs from the manual published at the Website. Having two published versions of the manual can potentially cause confusion and inconsistency in policy adherence.

RECOMMENDATION 4-6:

Publish the local RCPS policy manual at the school division Web site.

All versions of the school division's policy manual should be the same to ensure that board-adopted policies are uniformly communicated and followed.

FISCAL IMPACT

The fiscal impact of this recommendation involves HR and technology staff time to publish the local policy manual at the RCPS Web site.

FINDING

Procedures and related forms that guide HR staff members and other RCPS employees through the process of performing a specific personnel service or function are not posted on the division's Web site.

The human resources department's presence on the RCPS Web site is limited to job postings and the personnel policies in the VSBA policy manual. Other HR documents such as the employee handbook, leave forms, personnel evaluation forms are not accessible through the Web site.

Publishing HR handbooks and forms on the Web site enables them to be accessed internally by HR staff, thus permitting more efficient use of staff time. Additionally, it allows for comprehensive provisions to be made to ensure the cross-training of HR and school staff with HR responsibilities, so that efficient processing of personnel requests can take place in the absence of an assigned employee or the event of hiring a new HR staff member.

RECOMMENDATION 4-7:

Upgrade the human resources Web site to include all departmental forms and handbooks.

The Web site is a powerful tool for internal and external communications, as well as for employee recruitment and marketing of the district's programs and advertising position vacancies. Key components of the Web site should include the following:

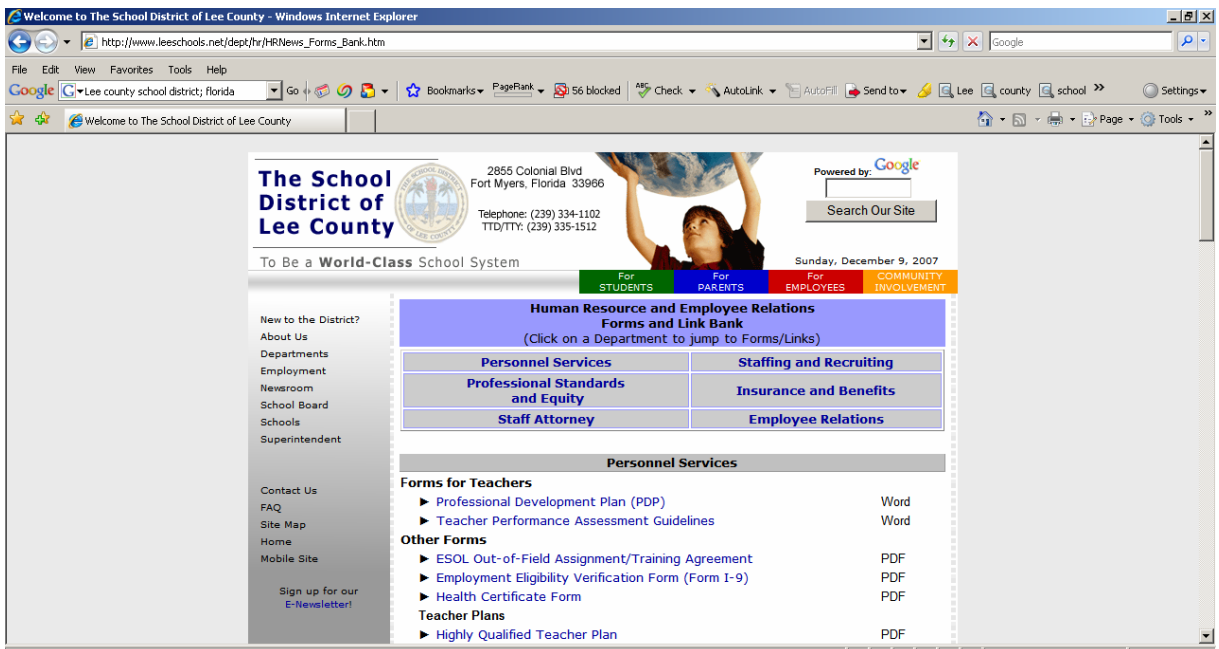
- District and/or departmental mission statement.
- Contact names, phone and fax numbers, and physical address of human resources department.

- Listing of position vacancies.
- Link to online application (live or download).
- Current salary schedules.
- Links to employment benefits information page(s).
- Links to teacher initial and continuing certification requirements.
- Links to employee handbooks.

There are numerous examples of human resources Web sites that exemplify comprehensive presentations of personnel services and information. One such site is from the Lee County (Florida) School District. The site contains all the components listed above as well as a full listing of district job descriptions, retirement services, substitute teaching information, and a “Quick Links” section that connects site visitors to other district information. The site also contains a link to a “Forms Bank” that contains all of the personnel forms used in the department.

Exhibit 4-10 illustrates the appearance of the forms bank page. As shown in the exhibit, forms relating to such areas as personnel services, professional standards and equity, insurance and benefits, employee relations, and staffing and recruitment are available at the site.

**EXHIBIT 4-10
HUMAN RESOURCES FORMS BANK PAGE
SCHOOL DISTRICT OF LEE COUNTY (FLORIDA)
2007-08 SCHOOL YEAR**



Source: Lee County School District HR Forms Bank Web Page, November 2007.

By having routine information readily available to both current and prospective employees, it would reduce the amount of time human resources personnel would have to devote to such tasks and allow them to focus on broadening and expanding their existing level of service, and increase their overall efficiency.

FISCAL IMPACT

The fiscal impact of this recommendation will involve the hours required by HR and technology staff to format and upload all HR forms and handbooks to the RCPS Website. While not dollar cost savings will be the direct result of this recommendation, the division will reap the benefit of increased efficiency on the part of school and central office personnel with the time saved in phone calls and information searches.

4.3.1 Job Descriptions

Job classifications and well-written job descriptions are necessary for effective personnel management. Job standards for particular types of jobs are set when a description of a job is clearly stated, and the assignment of pay grades is more easily accomplished when a job description has all the necessary components. Job descriptions clarify performance expectations and can serve as a basis for annual performance evaluations. More importantly, job descriptions are becoming increasingly important in defending workers' compensation claims, unemployment claims, and civil lawsuits.

FINDING

Job descriptions for some employee positions are unavailable, inconsistent, incomplete and/or undated, creating potential difficulties in defending actions resulting from employment termination, workers' compensation claims, and other matters.

RCPS does not have an established procedure for regularly reviewing and updating job descriptions. As job responsibilities have evolved for central office and school positions over the past several years, job descriptions have not been kept up-to-date. Job descriptions are not maintained at the school division's Web site and copies of written descriptions are not disseminated to personnel throughout the school division.

Exhibit 4-11 shows elements of a well-written job description. The majority of these elements should be in each RCPS position description.

**EXHIBIT 4-11
ELEMENTS OF AN EFFECTIVE JOB DESCRIPTION**

JOB DESCRIPTION CONTENT
Header: <ul style="list-style-type: none">■ Job Title:■ School/Department:■ Reports to:■ Supervisor's Superior:■ Supervises:■ Pay Grade:■ Job Code:■ Overtime Status:
Main Body: <ul style="list-style-type: none">■ Job Goal:■ Qualifications:■ Knowledge, Skills, and Abilities:■ Performance Responsibilities (Essential Functions):■ Performance Responsibilities (Other Duties & Responsibilities):■ Physical Demands (from supplement*):■ Work Environment (from supplement*):■ Terms of Employment:■ Evaluation:
Footer: <ul style="list-style-type: none">■ Date (Developed or Revised):■ Board Action if Any:■ Prepared by:■ Approved by:■ Work Locations Name:■ Telephone Number:■ HRS Review (with Date):

Source: Society for Human Resources Management (SHRM), 2005.

As noted in the exhibit, a supplement to a job description describes the machines, tools, and equipment that the employee will be required to use in the performance of the job. The physical requirements (sedentary, light, medium, heavy work) and activity (sitting, climbing, bending, twisting, reaching) are also described in the supplement, as are working conditions (outdoor, indoor, cold, heat, noise, and hazards).

Maintaining updated job descriptions should provide an effective tool for communicating expectations to current and prospective employees. All job descriptions should be placed on the district's Web site, and employees should be instructed to review their job description on-line and maintain a copy for their records. Each new hire should be provided a copy of his or her job description.

Well-written job descriptions can serve as a basis for annual evaluations and can be used in defending workers' compensation claim or civil lawsuits. The human resources department should establish an overall procedure for reviewing and updating job descriptions at least on a three-year cycle, with one-third of the job descriptions reviewed each year.

RECOMMENDATION 4-8:

Review, update, and/or develop job descriptions for each RCPS position, standardize the format, then systematically review and update all descriptions at least every three years.

Administrative, professional-technical, and support staff positions and responsibilities should be reviewed regularly and be specific to the complexity of the job. Basic qualifications such as licensing and training should be included in each job description. The format should be standardized to ensure consistency, clarity, and meaning.

FISCAL IMPACT

The implementation of this recommendation will require an investment of time by HR department staff, school administrators, and other division department heads to review and make recommendations on job description revisions. The schedule for revisions activities should be devised to cause the least disruption of regular duties on the part of the employees involved as possible.

4.4 Employee Compensation and Benefits

According to a 2006 study conducted by the Education Commission of the States (ECS), while salary increases and financial incentives play significant roles in teacher recruitment and retention, an even greater influence is exerted by the relative difference between salary levels in neighboring districts. Although other factors involved with overall working conditions can be powerful factors in whether a teacher stays or goes, a key factor in successfully recruiting teachers is having a competitive salary and benefits package.

With regards to employee benefits, best practices indicate that a combination of mandatory and optional benefits programs is one of the most effective and efficient means of meeting employee's economic security needs. For many employers, a benefits plan is an integral part of total compensation, because employers pay either the entire cost or have employees contribute a small portion of premium costs for coverage.

FINDING

RCPS starting teacher salary are not competitive with those of surrounding counties and peer school divisions.

MGT surveyed RCPS administrators and instructional staff perceptions of the current salary schedule in the school division. When asked if their salary was adequate for their level of work and experience, 59 percent of teachers responded *Disagree* or *Strongly Disagree*. **Exhibit 4-12**, shows the starting salaries for RCPS and its peer school divisions. As shown in the exhibit, RCPS has the second lowest starting salary of the peer divisions. RCPS also had the lowest increase in starting salary of the peer divisions.

**EXHIBIT 4-12
TEACHER STARTING SALARIES
PEER COMPARISON DIVISIONS FROM CLUSTER
2006 AND 2007 SCHOOL YEARS**

SCHOOL DIVISION	FY 2006 STARTING TEACHER SALARY	FY 2007 STARTING TEACHER SALARY	FY 2008 STARTING TEACHER SALARY	FY 2006 TO FY 2008 PERCENT INCREASE
Rappahannock County Public Schools	\$33,029	\$34,502	\$36,383	9%
Bland County Public Schools	\$27,953	\$29,071	\$32,254	13%
Mathews County Public Schools	\$31,657	\$32,923	\$36,411	13%
Middlesex County Public Schools	\$32,240	\$32,800	\$36,200	11%
Amelia County Public Schools	\$32,136	\$35,000	\$38,913	17%
Division Averages	\$31,403	\$32,859	\$36,032	13%

Source: Rappahannock County Public Schools, Superintendent's Office, 2007.

Exhibit 4-13 shows the comparison of RCPS starting teacher salaries to those of its neighboring school divisions. As shown in the exhibit, RCPS again has the second lowest starting salary; however, at nine percent, the increase in starting salary over a three-year period is comparable with that of its neighboring divisions.

With a tight market for highly qualified teachers, failure to keep salaries competitive with other school division greatly hampers a school division's ability to both recruit and retain teachers.

**EXHIBIT 4-13
TEACHER STARTING SALARIES
COMPARISON NEIGHBORING DIVISIONS
2006 AND 2007 SCHOOL YEARS**

SCHOOL DIVISION	FY 2006 STARTING TEACHER SALARY	FY 2007 STARTING TEACHER SALARY	FY 2008 STARTING TEACHER SALARY	FY 2006 TO FY 2008 PERCENT INCREASE
Rappahannock County Public Schools	\$33,029	\$35,484	\$36,383	9%
Culpeper County Public Schools	\$34,604	\$36,004	\$38,000	9%
Fauquier County Public Schools	\$34,750	\$37,500	\$38,750	10%
Madison County Public Schools	\$34,600	\$35,300	\$36,700	6%
Page County Public Schools	\$33,100	\$34,600	\$35,000	5%
Warren County Public Schools	\$33,350	\$35,000	\$36,500	9%
Division Average	\$34,081	\$35,701	\$36,889	8%

Source: Rappahannock County Public Schools, Superintendent's Office, 2007.

RECOMMENDATION 4-9:

Conduct a survey of newly hired and veteran teachers to determine those conditions within the school division that serve to attract and retain teachers and use the survey results to improve recruitment and retention efforts and provide non-financial hiring and retention incentives.

RCPS is facing a decline in student enrollment and budget constraints that hamper its ability to increase salaries at the same pace as that of neighboring divisions. There are however, a number of attractive qualities in the division that would serve to entice teachers to work and remain in the system over a number of years, namely the small class sizes and supportive work environment and community. The survey results may also provide guidance in developing other non-financial incentives to teachers.

FISCAL IMPACT

The impact of this recommendation would not require additional costs, but would require the commitment of time for the development and administration of the survey and analysis of survey results.

5.0 TRANSPORTATION

5.0 TRANSPORTATION

This chapter presents the findings, commendations, and recommendations for the transportation function in Rappahannock County Public Schools (RCPS).

The four major sections of this chapter are as follows:

- 5.1 Organization and Staffing
- 5.2 Procedures, Planning, and Policies
- 5.3 Training and Safety
- 5.4 Vehicle Maintenance, Equipment, and Facilities

CHAPTER SUMMARY

One of the primary responsibilities of a school division is to transport its students safely and effectively. School buses in the United States transport nearly one half of all school aged children on an annual basis. The national annual cost is nearly \$10 billion. School divisions collectively operate one of the safest forms of transportation in the country, better than any other form of mass transportation and nearly 2,000 times safer than a family car. Nationwide, there are fewer than ten school bus fatalities each year. In contrast, more than 600 school-aged children are killed each year in passenger cars or other private vehicles during school hours.

Yet, in the face of growing public expectations and ever-shrinking public dollars, this superior national achievement is at a crossroads in many schools across the country. School division budgets continue to shrink while public expectations continue to rise. Parents expect timely door-to-door service while transportation directors struggle with employee absenteeism and aging buses that operate from before dawn until past dusk. Meanwhile, in their efforts to improve student achievement, school boards across the United States are pressuring transportation departments to do more with less and achieve ever-greater efficiencies so that saved dollars can be spent in the classroom.

Overall, the RCPS Transportation Department provides effective and efficient student transportation services. The department is in compliance with most Virginia Department of Education policies and procedures. The department does an effective job controlling costs, training drivers, maintaining buses, maintaining its commercial fleet, and delivering students to and from their destinations.

Commendations in this chapter include:

- RCPS is commended for having a high level of departmental employee morale and retaining an experienced group of bus drivers (**Commendation 5-A**).
- RCPS is commended for providing vehicle mechanical services to other agencies within the county and saving money for Rappahannock County taxpayers (**Commendation 5-B**).
- RCPS Transportation Department is commended for reducing deadhead miles which saves money and vehicle usage (**Commendation 5-C**).

Making the improvements recommended in this chapter should reduce costs, improve operations, and increase department efficiency. Key recommendations include:

- Request that the RCPS Board adopt a ten-year bus replacement plan (**Recommendation 5-1**).
- Require, budget, and fund Automotive Service Excellence (ASE) certification and training for RCPS mechanics (**Recommendation 5-2**).
- Reduce spare bus fleet by three buses and establish a policy to eliminate the number of spare buses in RCPS and capture the cost savings (**Recommendation 5-3**).
- Develop a divisionwide facilities master plan that would include the relocation of the transportation facility (**Recommendation 5-4**).

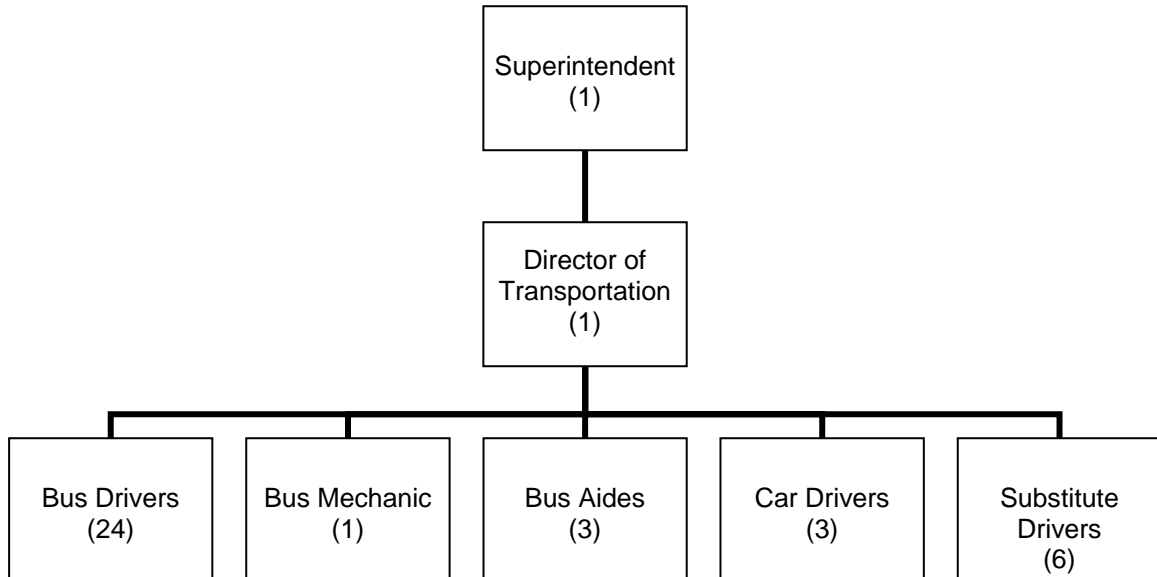
5.1 Organization and Staffing

RCPS geographic configuration is primarily rural with a minimal level of growth and development. With a 2006-07 student population of approximately 1000 students, the RCPS Board anticipates a stable population to remain at this figure or slightly below.

RCPS provides free-of-charge bus transportation between the home and school or other educational facilities operated by RCPS in which the student is enrolled. Students may be required to meet a bus at an assigned stop not to exceed the distance of one-half mile from his/her residence on a state maintained road.

The RCPS Transportation Department is headed by a director who reports directly to the superintendent. The superintendent is involved in transportation operations daily, including answering parent complaints. The department has one mechanic and no secretary. There are 24 bus drivers, three bus aides, six substitutes, and three car drivers. Staffing is done on an as-needed basis and is not the result of a formula. **Exhibit 5-1** shows the current departmental structure.

**EXHIBIT 5-1
ORGANIZATIONAL STRUCTURE FOR TRANSPORTATION DEPARTMENT
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
2007-08 SCHOOL YEAR**



Source: Rappahannock County Public Schools, Transportation Department, October 2007.

FINDING

RCPS transportation employees display positive morale and job satisfaction, and have a very low turnover rate.

RCPS has an experienced crew of 30 regular bus drivers. Nine drivers have been employed by the school division 20 years or more and ten drivers have been employed ten years or more.

Interviews and a driver focus group conducted by MGT revealed that there are few issues of concern among department employees and that a level of cooperation exists throughout the department. In addition, RCPS experiences almost no turnover in the transportation department with just one retirement in the past three years and no other loss of drivers or aides. An inducement for retaining drivers is that all drivers whether full-time or part-time have the same benefit package.

Employee surveys indicate a strong agreement that transportation is operating effectively and efficiently. **Exhibit 5-2** displays the survey results which indicate that a majority of teachers, school administrators, and central office administrators *Agreed* or *Strongly Agreed* on the following with regards to RCPS transportation:

- The school division has an uncomplicated method for requesting buses for field trips and special events.
- Bus drivers maintain adequate discipline on the school buses.

- Buses are clean.
- Buses arrive in time for students to eat breakfast at school.
- Buses are safe.

**EXHIBIT 5-2
COMPARISON OF RESPONSES WITHIN THE DIVISION
PART H: TRANSPORTATION**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/80	0/100	4/89
2. The division has a simple method of requesting buses for special events and trips.	60/0	75/25	71/9
3. Bus drivers maintain adequate discipline on the buses.	80/0	75/0	54/6
4. Buses are clean.	80/0	75/0	67/2
5. Buses arrive early enough for students to eat breakfast at school.	60/0	100/0	59/14
6. Buses are safe.	80/0	100/0	70/3

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

COMMENDATION 5-A:

RCPS is commended for having a high level of departmental employee morale and customer satisfaction, and for retaining an experienced group of bus drivers.

5.2 Procedures, Planning, and Policies

The RCPS Transportation Department bus driver manual was updated for the 2007-08 school year and was found to be comprehensive and complete. RCPS staff and drivers are informed about changes through meetings during the school year.

The transportation department has several processes in place for monitoring performance and contributing to continual improvement. The transportation director and key staff members measure performance by examining the annual reports from school administrators and by assessing how schools and staff evaluate the transportation department. School board policies address student conduct, scheduling and routing, bus safety, and special use of buses and cars. More guidelines will be developed as the need arises.

FINDING

RCPS does not have a board-adopted comprehensive school bus replacement plan. The division is currently purchasing one bus per fiscal year (if funded). Departmental staff has indicated a preferred ten-year replacement policy. **Exhibit 5-3** shows 14 buses, including spares, which are in excess of the ten-year replacement recommendation. This replacement plan could be accomplished over a ten-year period by increasing from one to two buses purchased yearly.

**EXHIBIT 5-3
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
BUS INVENTORY
2007-08 SCHOOL YEAR**

YEAR PURCHASED	TRANSPORTATION USE	CAPACITY	FUEL TYPE
1990 GMC	Spare Handicapped	44 Passenger	Diesel
1990 GMC	Spare	64 Passenger	Diesel
1992 International	Student Transportation	64 Passenger	Diesel
1992 International	Spare	64 Passenger	Diesel
1992 International	Student Transportation	64 Passenger	Diesel
1992 International	Spare	64 Passenger	Diesel
1994 International	Student Transportation	64 Passenger	Diesel
1994 International	Student Transportation	64 Passenger	Diesel
1995 International	Student Transportation	64 Passenger	Diesel
1995 International	Student Transportation	64 Passenger	Diesel
1995 International	Student Transportation	64 Passenger	Diesel
1995 International	Spare	64 Passenger	Diesel
1997 International	Student Transportation	64 Passenger	Diesel
1997 International	Student Transportation	64 Passenger	Diesel
1998 International	Spare	64 Passenger	Diesel
1998 International	Spare	64 Passenger	Diesel
1998 International	Student Transportation	64 Passenger	Diesel
1999 International	Student Transportation	64 Passenger	Diesel
2001 International	Student Transportation	64 Passenger	Diesel
2001 International	Student Transportation	64 Passenger	Diesel
2003 Thomas	Student Transportation	78 Passenger	Diesel
2004 International	Student Transportation	64 Passenger	Diesel
2005 International	Student Transportation	64 Passenger	Diesel
2006 Blue Bird	Student Transportation	71 Passenger	Diesel
2006 Blue Bird	Student Transportation	71 Passenger	Diesel
2008 Blue Bird	Field Trips/Spare	71 Passenger	Diesel
2008 Blue Bird	Handicap	34 Passenger	Diesel

Source: Rappahannock County Public School, Transportation Department, October 2007.

RECOMMENDATION 5-1:

Request that the RCPS Board adopt a ten-year bus replacement plan.

Since the decision to establish a ten-year replacement plan has not been approved by the school board, the transportation director should draft a policy for review and approval by the superintendent and the school board.

A bus replacement plan implemented by the superintendent with concurrence by the school board would result in the purchase of a predetermined number of buses each year, and would ensure that money is allocated each year to maintain the safety of the school bus fleet.

Implementation of this recommendation will eliminate the current practice of purchasing buses in an irregular pattern and provide financial discipline in the bus procurement program.

FISCAL IMPACT

The fiscal impact of this recommendation will be ongoing as buses are replaced yearly. RCPS is currently purchasing one bus per year. The cost to purchase one additional bus each year would be an estimated \$75,000.

This program should be implemented in the 2008-09 school year.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase One Replacement Bus Annually	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)

5.3 Training and Safety

RCPS transportation training and safety programs are the responsibility of the transportation director and his staff. Currently, training programs are held three times a year and include the following:

- Drivers safety training on student medical/health issues.
- Pre-trip inspections.
- Student discipline.
- Safe loading/unloading procedures.

The division has a training course for new drivers as well as an evaluation for existing ones. New drivers are required to receive 24 hours of state-mandated classroom training and 24 hours behind-the-wheel training.

Training programs are the key to helping the department to become more efficient. The opportunity to improve will be more readily available through these training experiences.

FINDING

RCPS does not require ASE certification as a condition of employment.

During the onsite review, MGT found that the RCPS mechanic was not certified nor was the chief mechanic (transportation director). During discussions with the personnel, it was made clear that ASE certification is desirable, but personnel had not chosen to work toward certification.

Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining mechanic qualifications. Because of the value of ASE certified mechanics, RCPS needs to implement a program to provide ASE certification to its mechanics. ASE certification would improve maintenance operations in RCPS. In addition, it will improve the ability of mechanics to diagnose, troubleshoot, and repair vehicles in the fleet.

RECOMMENDATION 5-2:

Require, budget, and fund ASE certification and training for RCPS mechanics.

A well-trained mechanic can have significant impact on the parts replacement and equipment repair program of any maintenance operation. It is recognized throughout the transportation community that ASE certified mechanics provide more accurate fault diagnosis which allows for more effective troubleshooting and subsequent first-time-correct repairs of defective equipment. ASE certification is an important management tool that ensures mechanics are highly trained and skilled. These tests are administered at more than 750 locations nationwide.

The transportation director, in coordination with human resources department, should make ASE certification a mandatory requirement for current and future employment as an RCPS mechanic. ASE certification should be stressed continuously as the certification covers all major areas of maintenance in the transportation department. The division should pay all costs associated with ASE testing, training, and travel, including per diem. This program should become effective in the 2008-09 school year and remain continuous thereafter.

FISCAL IMPACT

Implementation of this recommendation would require RCPS to program sufficient funds for ASE registration, test fees, travel to the test site, and per diem. The current ASE registration fee per mechanic would be approximately \$350. There would be some expense involved in sending the mechanics to the nearest test site which is included in the estimate for ASE certification costs. Depending on the location of the test site, an overnight stay may be required and this travel expense should be budgeted.

The cost for this training requirement should total approximately \$600 per mechanic per year. The amount of \$1,200 should be added to the proposed budget beginning with the 2008-09 school year.

ASE certification must become an ongoing program each year as there are different levels of testing.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Provide ASE Certification for Mechanics	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)

5.4 Vehicle Maintenance, Equipment, and Facilities

Vehicle maintenance responsibilities are performed by the transportation director and one mechanic. The transportation director also is responsible for bus drivers and reports directly to the superintendent. The garage has only one bay that is used to service buses and the other bay is for commercial vehicles.

FINDING

The RCPS Transportation Department has a reciprocal agreement with both the county supervisors and the sheriff's department to service vehicles in which RCPS pays for the labor cost and the county and sheriff's department pays for the parts.

The RCPS Transportation Department currently services a total of 79 vehicles including 24 vehicles from other county agencies. RCPS has received new equipment and occasional surplus vehicles from these agencies which are used by RCPS transportation and high school automotive classes. **Exhibit 5-4** shows the number of vehicles by agency.

**EXHIBIT 5-4
VEHICLES SERVICED BY RCPS TRANSPORTATION DEPARTMENT
2007-08 SCHOOL YEAR**

RCPS	SHERIFF DEPARTMENT	COUNTY SUPERVISORS	SEWER AND WATER DEPARTMENT
20 Regular Buses	15 Cars	4 Cars	3 Vehicles
7 Spare Buses	2 Animal Control		
4 Special Education Cars			
1 Shop Car			
20 Commercial Fleet			
3 Mower Tractors			

Source: Rappahannock County Public Schools, Transportation Department, October 2007.

COMMENDATION 5-B:

RCPS is commended for providing vehicle mechanical services to other agencies within the county and saving money for Rappahannock County taxpayers.

FINDING

During onsite inspection, MGT found that drivers who keep their buses at home leave the buses at the compound and are transported home between the morning and afternoon routes using a division-owned van. This practice saves on deadhead miles as well as wear and tear on the buses.

During the 2004-05 school year, the deadhead miles were 14,510. During the 2005-06 school year, the miles were 13,266, a reduction of 1,244 miles. When multiplied by the cost of \$2.92 per mile, the savings amounted to \$3,632.48 per year.

COMMENDATION 5-C:

RCPS Transportation Department is commended for reducing deadhead miles which saves money and vehicle usage.

FINDING

The division currently has six spare buses which equates to 25 percent of the existing fleet. These buses receive monthly service whether used or not resulting in unnecessary expenditures and maintenance.

The Commonwealth of Virginia advocates a spare bus policy of 10 percent and most school divisions nationwide maintain a 10 percent spare bus policy unless there are unusual circumstances. With a fleet of 27 buses in RCPS, a 10 percent spare bus policy would equate to three buses. RCPS could eliminate three buses from its inventory and achieve cost savings.

RECOMMENDATION 5-3:

Reduce spare bus fleet by three buses and establish a policy to limit the number of spare buses in RCPS, and capture cost savings.

Having six spare buses when only three are required is uneconomical and contributes to an additional cost for not having a meaningful bus replacement plan.

Implementation of this recommendation should begin as soon as the board approves converting to and implements a ten-year bus replacement plan.

The three buses should be disposed of by auction or other means as soon as practical upon the acquisition of new buses. This recommendation should be implemented during the 2008-09 school year.

FISCAL IMPACT

The sale of three spare buses should generate a one-time income of approximately \$6,000 (older buses normally sell for approximately \$2,000 each, depending on condition).

Yearly maintenance costs are estimated at approximately \$1,500 per bus or \$4,500 per year over the five-year budget cycle.

The cost savings generated from eliminating three excess spare buses would thus be an estimated \$22,500 over the five-year budget cycle.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Sell Three Buses	\$6,000	\$0	\$0	\$0	\$0
Reduced Annual Maintenance Costs	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500
Total Savings	\$10,500	\$4,500	\$4,500	\$4,500	\$4,500

FINDING

The existing RCPS transportation facility (bus garage) does not have the capacity to meet the division's transportation needs and also continue servicing other agencies (see **Exhibit 5-4**).

The transportation department is facing some critical decisions about the location of the bus garage. The current garage is attached to the division central office which creates an undesirable working atmosphere for office employees, mechanics, bus drivers, and other personnel who are there for division business.

While conducting an onsite evaluation of the current facility, MGT found that certain maintenance functions were hampered because of the limitation of only one bay dedicated to bus service while the other bay was used for the commercial fleet. In addition, the staff has limited functionality, storage capacity, and office space.

RECOMMENDATION 5-4:

Develop a divisionwide facilities master plan that would include the relocation of the transportation facility.

The RCPS Transportation Department will benefit considerably in operational effectiveness by providing an updated facility for use by both drivers and maintenance staff. Including the need for an updated transportation facility within a divisionwide facilities master plan would be beneficial to the division's effort to provide the most operationally efficient transportation program possible.

The division could conduct a comprehensive analysis to determine the most effective options in developing a new transportation and bus maintenance facility. The division should consider future capacity, overall utilization of the new facility, and what existing properties might be available for consideration in approaching their decision.

If the division does not have surplus property or another governmental agency does not have available property, the division should begin to look for property to construct a new transportation facility.

FISCAL IMPACT

The fiscal impact of this recommendation cannot be fully determined at this time given that there are a number of unknown variables such as the cost and availability of land.

6.0 FACILITY USE AND MANAGEMENT

6.0 FACILITY USE AND MANAGEMENT

This chapter presents the results of the review of facility use and management and related policies and procedures in Rappahannock County Public Schools (RCPS). The four sections in this chapter are:

- 6.1 Organizational Structure
- 6.2 Capital Planning and Construction
- 6.3 Maintenance, Operations, and Custodial Services
- 6.4 Energy Management

A comprehensive facilities management program should coordinate all the physical resources of a school system to ensure the most efficient and economical operation. The administration of the program must effectively integrate facilities planning with the other aspects of institutional planning including identified instructional priorities. To be effective, facility planners and managers should be involved in the school system's strategic planning activities.

Well-planned facilities are based on the educational program and on accurate enrollment projections. The design process should have input from all stakeholders, including administrators, teachers, security specialists, parents, students, and the maintenance and operations staff. The maintenance and operation of the facilities must be accomplished in an efficient and effective manner in order to provide a safe and secure environment that supports the educational program.

CHAPTER SUMMARY

Facilities management falls primarily under the auspice of the superintendent.

Contained within this chapter are commendations for actions and activity including the following:

- The custodial staff, other school personnel, and administration are commended for maintaining exceptionally clean facilities and grounds while staffed under best practices standards (**Commendation 6-A**).
- RCPS is commended for custodial staffing ratios per square feet of buildings that are substantially under the American School and University standards resulting in substantial savings to the division (**Commendation 6-B**).
- RCPS personnel and students are commended for creating and conducting the Savings Through Energy Management (STEM) audit and resulting recommendations (**Commendation 6-C**).
- Rappahannock County High School (RCHS) personnel and leadership development class students are commended for developing a recycling program that has the potential for impacting the entire Rappahannock County community (**Commendation 6-D**).

Recommendations contained in this chapter are focused on facilities planning and development, maintenance and custodial services, and energy management development. Among these recommendations are the following key suggestions that should assist the superintendent and school board as they continue to consider all aspects of improving the school division:

- Delegate custodial coordination and management to the two principals, relieving the superintendent of some of his direct management responsibilities (**Recommendation 6-1**).
- Update the proposed projects in the Capital Improvement Plan (CIP) including potential savings, submit to the school board for review and approval, and forward to the board of supervisors for funding (**Recommendation 6-2**).
- Include replacement of 1959-era light fixtures at the high school and the 1967 fixtures at the elementary school in the CIP. (**Recommendation 6-3**).
- Reorganize the portable classroom used for storage space by providing storage shelving, relocating boxes of paper goods and supplies, and moving and stacking used desks and equipment (**Recommendation 6-4**).
- Purchase two securable dry storage buildings and install on the high school and elementary campuses and dispose of old, stored records located at the central office (**Recommendation 6-5**).
- Develop a minor maintenance/preventative maintenance program (**Recommendation 6-6**).
- Conduct periodic facility and equipment inspections that meet the Association of Physical Plant Administrators (APPA) standards (**Recommendation 6-7**).
- Review, estimate cost and savings, prioritize, and develop a time-line for implementing the STEM energy conservation recommendations (**Recommendation 6-8**).

6.1 Organizational Structure

Facilities use and management is organized directly under the management and leadership of the superintendent. Services are provided as follows:

- HVAC services and minor maintenance services are provided by a certified mechanic shared on a 50-50 basis with the county and other maintenance services obtained locally.
- Custodial services are provided by full- and part-time employees who are assigned to the elementary and high schools and have responsibility for the school grounds.

- Services for stadium grounds, sports fields, alarm inspections and fire safety products, pest control, and copier machine maintenance are outsourced.
- When required, the superintendent supervises construction and renovation projects.

Generally, hardcopy policies are current and adequate (see **Chapter 2.0** for a discussion of online polices) given the size and enrollment of the division.

FINDING

The superintendent directly coordinates and manages facilities' functions including custodial, maintenance, and construction when applicable. Some involvement in facilities could be delegated to other administrators to provide the superintendent more quality time for other leadership and management functions.

For example, the custodial employees assigned to Rappahannock County Elementary School (RCES) and RCHS could easily be hired and directly supervised by the site-based administrators.

RECOMMENDATION 6-1:

Delegate custodial coordination and management to the RCES and RCHS principals.

Implementation of this recommendation should result in the redefining of principals' custodial services responsibilities.

The principals or assistant principals should be assigned the following responsibilities:

- Employment and placement of custodial personnel.
- Training of all custodial personnel.
- Performance review of all assigned custodial personnel.
- Ensure that all appropriate supplies and materials are available and purchased as needed.
- Coordinate, in collaboration with maintenance employees, energy management and preventative and minor maintenance programs (see **Recommendation 6-6**).

This recommendation should be implemented beginning with the 2008-09 school year.

FISCAL IMPACT

This recommendation should have no fiscal impact on the division; however, it will result in additional supervisory activity for school-based administration and will release the superintendent for other important tasks.

6.2 Capital Planning and Construction

Engaging in planning for facilities represents one of the most important planning activities (other than curriculum and instruction) of a school board and administration. A series of essential activities must be included in this process. Some of these are:

- Development of facilities specifications designed to be responsive to the educational needs of the students and related instructional programs.
- Designs that permit routine maintenance of equipment and buildings with minimal interruption of ongoing programs.
- Accurate student demographic information that assures new facilities are located in appropriate areas of the school system and are designed to the optimum capacity.
- A clear understanding of the safety and security needs of the contemporary educational setting.

Due to declining enrollment, aging facilities, energy management issues, and funding shortages, many challenges exist.

Exhibit 6-1 shows the age of the various RCPS facilities. The exhibit shows the following:

- RCHS was originally constructed in 1959 and is nearly 60 years old.
- RCES was constructed in 1967 and is 40 years old.
- Additions to RCHS were added in 1988, 1999, and 2002.
- Additions to RCES were constructed in 1994 and 2007.
- The central office/transportation building was constructed in 1983 and is 24 years old.

**EXHIBIT 6-1
FACILITIES CONSTRUCTION DATES**

FACILITY	YEAR CONSTRUCTED	AGE IN YEARS
High School (HS)	1959	59
HS Addition	1988	19
HS 8 th Grade Wing	1999	8
HS Wrestling Room	2002	5
Elementary School (ES)	1967	40
ES Primary Wing	1994	13
Auxiliary Gym	2007	.5
Central Office/ Transportation Building	1983	24

Source: RCPS Central Office files, November 2007.

A survey of employees asked central office administrators, principals and assistant principals, and teachers to respond to the statement, *Our division plans facilities in advance to support growing enrollment.* While enrollment is not growing, generally respondents *Agreed* or *Strongly Agreed* with the statement. Additionally, when asked to respond to *Our school buildings and grounds are free of hazards that can cause accidental injury*, 100 percent of central office administrators, principals and assistant principals, and 59 percent of teachers *Agreed* or *Strongly Agreed* while only 13 percent of the teachers *Disagreed* or *Strongly Disagreed*.

FINDING

The RCPS has a CIP that includes recently completed projects, projects in progress, and proposed projects for consideration by the school board and, ultimately, the Rappahannock County Board of Supervisors for funding. The proposed projects are primarily related to better conservation of energy use but are unfunded and the plan does not address potential savings that could be realized upon implementation.

The proposed projects in the CIP include:

- Remediate roof deck on RCHS.
- Install exhaust fans under new roof at RCES.
- Replace single pane windows in schools (STEM recommendation).
- Reduce number of windows on front of school building to reduce heat and coolant losses (STEM recommendation).
- Install drop ceilings and replace insulation in the old section of RCHS.
- Construct entrance vestibules in both schools (STEM recommendation).

- Install ceiling fans in identified areas (STEM recommendation).
- Install solar water heaters in both schools and the central office (STEM recommendation).
- Replace all 1960s era flooring tile in both schools.
- Pave the RCES front parking lot and the rear parking lot of RCHS.
- Install RCHS stadium lighting (a joint venture with Rappahannock School Sports Association).
- Install stadium bleachers.
- Construct a locker room for athletics near the track (a joint venture with Rappahannock School Sports Association).
- Replace RCHS sewage treatment plant.
- Collaborate with the county to plan a connector road between the two schools.

Some items in the CIP may be unnecessary at this time due to declining enrollment issues and should be reviewed in light of updated enrollment projections (see **Chapter 2.0, Recommendation 2-17** related to enrollment projection development).

RECOMMENDATION 6-2:

Update the proposed projects in the CIP including identifying potential savings, submit to the school board for review and approval, and forward to the board of supervisors for funding.

Implementation of this recommendation should result in an updated CIP that includes well developed and supported estimates for the cost of each proposed project. Additionally, the prioritizing of projects should take into consideration factors related to immediate needs such as safety, preservation of physical assets, meeting student program needs, and projected enrollment figures.

This recommendation should be implemented within the 2008-09 school year, and be submitted to the school board for review and approval no later than January 2009, in order to be considered for funding in the next fiscal year.

FISCAL IMPACT

This recommendation could be accomplished by existing division personnel; however, calculation of the amount of time required to complete the update is not possible as this review does not involve an analysis of each of the items in the CIP.

FINDING

An onsite review of the condition of the RCES facility revealed that nearly every room in the original 1967 constructed portion has one or more inoperable light fixtures. The consultant, in several instances, could detect the odor of overheated ballasts.

Custodial and maintenance personnel report that some replacement parts for original light fixtures are no longer available. The energy management study (STEM) recommended the replacement of lighting to improve energy efficiency; however, this recommendation has not been funded.

During the MGT exit interview debriefing with the superintendent and two board members, it was suggested that overheated ballast be removed immediately.

RECOMMENDATION 6-3:

Include replacement of 1959-era light fixtures at the high school and the 1967 fixtures at the elementary school in the CIP.

Implementation of this recommendation should be a high priority. The principal and custodian of RCES should immediately proceed to identify the number of light fixtures requiring replacement, and provide this information to the finance director for the securing of cost estimates from local suppliers.

Providing safe and adequate lighting for instruction is an important aspect of two of the effective schools criteria, safe schools and appropriate learning environment. Consequently, a sense of urgency should be placed on this recommendation.

FISCAL IMPACT

The principal and day custodian should calculate the number of fixtures to be replaced, and quotes for replacement can be obtained from local electricians and/or contractors. The accomplishment of this should not take more than four hours of administration and custodial time. A precise cost can not be determined at this time.

6.3 Maintenance, Operations, and Custodial Services

The proper maintenance and custodial/grounds services of facilities is critical to ensuring support for an effective instructional program. Research has shown that appropriate heating and cooling levels, building and room appearances, condition of rest rooms and other facilities, as well as safety concerns, all impact how students and faculty/staff are able to carry out their respective responsibilities. Ineffective or inadequate maintenance and cleaning provisions have proven to lead to increased costs of facility operations by shortening the useful life span of equipment and buildings.

Many school systems have adopted rigorous preventative maintenance programs and maintain a record of the performance of equipment and the costs of regular maintenance, against which they measure the effectiveness of programs.

FINDING

MGT consultants visited all Rappahannock County Public Schools and other division facilities. Without exception, grounds were well kept and grass areas mowed, floors were clean and appropriately finished, and there was clear evidence of efforts to minimize graffiti and other signs of vandalism. Restrooms were sanitary, founts clean, and there was evidence of annual cleaning of hard-to-get at areas.

It is very unusual to inspect a school at the close of the school day, during student dismissal and find schools as clean and free of debris as was found at both RCPS campuses. When visited during the evening work hours, custodial personnel were courteous and helpful to the MGT consultants and readily made all closets, storage areas, and classrooms available for inspection.

The survey administered to central office administrators, principals and assistant principals, and teachers when compared to MGT's database of other divisions/districts showed significant perceptions regarding the cleanliness of facilities. The survey revealed the following when responding to the statement *Our facilities are clean*:

- One hundred percent of RCPS central office administrators, principals and assistant principals, and 74 percent of the responding teachers *Agreed or Strongly Agreed* with the statement.
- However, only 70 percent of other district/division central office administrators, 65 percent of principals and assistant principals, and 52 percent of the responding teachers *Agreed or Strongly Agreed* with the statement.

COMMENDATION 6-A:

The custodial staff, other school personnel, and administration are commended for maintaining exceptionally clean facilities and grounds.

FINDING

The assignment of custodians at RCHS and RCES is significantly lower than the average recommended as a best practice, and yet the schools are kept to a high standard of cleanliness.

RCHS, with 78,065 gross square feet including one portable classroom building, is assigned 2.6 full time equivalent (FTE) custodial personnel. This equates to one custodial FTE for each 30,025 square feet. RCES, with 84,006 gross square feet including two portable classrooms and one portable used for storage, is assigned 3.25 FTE. This equates to one custodial FTE for each 25,848 square feet.

American School and University standards are based on 21,520 square feet to each custodial FTE. While RCPS are staffed with seven custodial positions, three are less than full time FTEs for a total of only 5.87 FTE.

COMMENDATION 6-B:

RCPS is commended for custodial staffing ratios per square feet of buildings that are substantially under the American School and University standards resulting in substantial savings to the division while maintaining a high quality of cleanliness.

FINDING

One classroom portable at RCES is utilized for storage purposes but the space is poorly organized for this purpose, resulting in inefficient use of the space.

The MGT consultant's review of the portable showed that boxes of paper goods and other materials were neatly stacked, but in such a manner as to not make other space available for the efficient storage of surplus equipment and desks. Stacking boxes along one wall to ceiling height and the construction of shelving would allow for more efficient use of the space.

RECOMMENDATION 6-4:

Reorganize the portable classroom used for storage space by providing storage shelving, relocating boxes of paper goods and supplies, and moving and stacking used desks and equipment.

Implementation of this recommendation should result in the construction of shelving along one windowless wall for the storage of smaller boxes and small loose equipment items. Large boxes should be stored along an opposing wall, and to ceiling height for boxes containing lighter paper goods.

This recommendation can be implemented in July 2008.

FISCAL IMPACT

Approximately 120 linear feet of 16 inch deep shelving materials are estimated to cost \$5 per linear foot for a total cost of \$600. The lead custodian can construct the shelving. It is estimated that approximately 16 hours of labor is required to complete the project.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase Materials for Shelving	(\$600)	\$0	\$0	\$0	\$0

FINDING

There is a significant shortage of dry storage space at both schools resulting in some materials being stored in areas such as electrical and boiler rooms creating potential safety hazards. At the central office, heavy boxes of records and other materials are stored above the transportation shop office area and in the attic area of the same building.

The addition of 12 feet by 16 feet dry storage sheds that can be secured, could provide the space necessary to remedy the storage issue.

RECOMMENDATION 6-5:

Purchase two securable dry storage buildings and install on the RCHS and RCES campuses and dispose of old stored records located at the central office.

Implementation of this recommendation should provide the needed storage space and eliminate potential hazards associated with storing materials in the electrical and boiler rooms in the two schools.

The buildings should be purchased and installed at each school campus during the summer of 2008. Electrical power does **not** need to be installed in these units.

FISCAL IMPACT

It is estimated that portable storage buildings can be purchased for an estimated cost of \$5,860 each for a total one-time expenditure of \$11,720. The cost is based on an estimated cost of \$30 per square foot for 192 square feet per unit.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase Two Dry Storage Buildings	(\$11,720)	\$0	\$0	\$0	\$0

FINDING

RCPS has no overall divisionwide organized preventative maintenance (PM) or minor maintenance program.

Maintenance services are provided through two primary methods. First, an HVAC certified mechanic, employed jointly on a 50-50 basis with the County Board of Supervisors and the school board, and second, when other services are needed, by local service providers.

While this has served to reduce the cost of maintenance services, a commendable action, it has resulted in a failure to provide effective preventative maintenance for all equipment and facilities. School personnel reported and consultants observed that not all maintenance needs are provided.

The HVAC employee is responsible for the maintenance of 17 school and county buildings on various locations and the HVAC equipment.

HVAC systems are checked and filters routinely changed out on active units. Custodial personnel, when capable and available, assist in these activities. However, other systems such as electrical, plumbing, roofing, foundation, windows, doors, locks, etc., are not included in a routine review and servicing or subjected to a PM program.

RECOMMENDATION 6-6:

Develop a minor/preventative maintenance program.

Implementation of a minor maintenance and PM program should reduce the need for regular maintenance personnel to respond to minor repair needs. The PM program should permit the more effective utilization of the division-level HVAC employee and outsourced maintenance personnel by involving trained school-level personnel in preventative measures. Such a program could be established by training and involving building assigned custodial personnel in specifically defined, routine preventative and minor maintenance activity.

Some school districts have trained selected building custodians in minor maintenance repairs and preventative maintenance activity such as replacing light ballasts; tightening bolts and screws on furniture doors, and other equipment; servicing air conditioning and heating equipment filters; and other minor/preventative maintenance tasks. The district typically provides each trained employee the necessary tools and a secured location for storing tools and necessary parts and filters. One such school district is Marion County Public Schools, Ocala, Florida.

The principals, superintendent, and HVAC mechanic should identify potential custodial to be trained in specific, routine preventative and minor maintenance activity such as replacing light ballasts; tightening bolts and screws on furniture, doors, and other equipment; servicing air conditioning and heating equipment filters; and other related tasks. The division should provide each trained employee the necessary tools and a secured location for storing tools and necessary parts and filters.

Exhibit 6-2, Sample Preventative Maintenance Program, provides suggested information related to tasks that can be incorporated into the program.

**EXHIBIT 6-2
SAMPLE PREVENTATIVE MAINTENANCE PROGRAM**

AREA	COMPONENT	INSPECTION AND REPAIR (3-6 MONTH INTERVALS)	INSPECTION AND REPAIR (ANNUALLY)	INSPECTION AND REPAIR (2-5 YEAR INTERVALS)	INSPECTION AND REPLACEMENT (7-10 YEAR INTERVALS)	INSPECTION AND REPLACEMENT (12-15 YEARS)
Exterior	Roof		X	X		X
	Roof Drainage		X	X		
	Windows and Glass		X	X	X	
	Masonry		X	X		
	Foundations		X			X
	Joints and Sealants		X		X	
Equipment	Belts and Filters	X				
	Motors and Fans	X		X		X
	Pipes and Fittings	X			X	
	Ductwork		X		X	
	Electrical Controls		X		X	
	Heating Equipment	X			X	
	Air Conditioning Equipment	X			X	
Interior	Doors and Hardware		X			X
	Wall Finishes		X			X
	Floor Finishes		X		X	
Site	Parking and Walks		X	X		
	Drainage		X	X		
	Landscaping	X			X	
	Play Equipment		X		X	

Source: Developed by MJLM, 2004.

Exhibit 6-3 provides a monthly checklist that could be modified to meet division needs.

**EXHIBIT 6-3
SAMPLE MONTHLY PREVENTATIVE
MAINTENANCE SCHEDULE**

MAINTENANCE MONTHLY ROUNDS:	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June
Measure fuel and send fuel reports and fax in												
Send in water sample and fax in												
Complete generator report and fax in												
AIR HANDLING UNITS:												
Inspect and clean air filters or replace												
Check all controls—at proper setting?												
Check fan motor and belt tension—should have 1/2 to 1" play												
GENERATORS:												
Test glycol-add glycol												
Start generator and run with full load for 4 hours or more												
FIRE ALARM SYSTEM:												
Notify principal, test fire alarm												
Turn over fire extinguishers and shake to loosen powder												
Inspect all fire extinguishers for proper operation												
FURNACE:												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect photo cell-clean as needed												
WATER HEATER: (GUN FIRED)												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect burner assembly; clean as needed												
Inspect photo cell; clean as needed												
Test pressure relief valve												
Drain accumulated rust from bottom of water tank												
BOILERS:												
Test flame for proper combustion; adjust as needed												
Inspect combustion chamber for cracks; repair as needed												
Inspect burner assembly; clean as needed												
Test boiler relief valve												
Blow down low water cut-off control												

Source: MGT of America, 2007.

FISCAL IMPACT

This recommendation can be implemented at a first-year estimated cost of \$250 for each employee trained and assigned minor/preventative maintenance responsibilities. This cost is based on an estimated \$250 for tools. Training can be completed on-the-job by the current maintenance staff.

Purchasing tools for two employees can total \$500.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Purchase Preventative Maintenance Tools	(\$500)	\$0-	\$0	\$0	\$0

FINDING

There is no organized, systematic facilities inspection program designed to ensure the consistency of maintenance in building and grounds cleanliness and identify essential repairs and upkeep.

Best practices suggest that each facility should be inspected on a regularly scheduled basis to ensure the meeting of health and safety standards and the maintaining of an effective standard of cleanliness. The Association of Physical Plant Administrators (APPA) has established generally accepted industry standards based on a cleanliness scale. **Exhibit 6-4** shows those standards.

**EXHIBIT 6-4
APPA CLEANLINESS SCALE**

Level 1: Ordinary Spotlessness - Only small amounts of litter and ashes in containers. Floor coverings are kept bright and clean at all times. No dust accumulation on vertical surfaces, very little on horizontal surfaces. All glass, light fixtures, mirrors, and washbasins are kept clean. Only small amounts of spots visible.
Level 2: Ordinary Tidiness - Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dusting is maintained at a high level. All glass, light fixtures, mirrors, and washbasins show evidence of spots and dust.
Level 3: Casual Inattention - Only small amounts of litter and ashes in containers. Floor coverings show periods of peak and valleys in appearance. Dust accumulation on vents, vertical, and horizontal surfaces. All glass, light fixtures, mirrors, and washbasins show accumulations of dust, spots, and prints.
Level 4: Moderate dinginess - Waste containers are full and overflowing. Floor coverings are normally dull, marked, and spotted with infrequent peaks. Dusting is infrequent and dust balls accumulate. All glass, light fixtures, mirrors, and washbasins are dirty and spotted.
Level 5: Unkempt Neglect - No trash pickup. Occupants of building are responsible. Regular floor care is eliminated. Dusting is eliminated. All glass, light fixtures, mirrors, and washbasins are very dirty.

Source: APPA: The Association of Higher Education Facilities Officers, 1998.

RECOMMENDATION 6-7:

Conduct periodic facility and equipment inspections that meet APPA standards.

Conduct periodic custodial service quality inspections using forms reflecting the newly adopted custodial standards. Conducting periodic custodial service quality inspections will enable the school division to gather important information about how custodial services can be improved. The data can be analyzed and shared at the appropriate level of service. Some information may best be shared with custodians, while management personnel may use other information to make structural changes in how, where, or when services are delivered.

Exhibit 6-5 provides a sample checklist that could be modified for use by the principal for inspection of facilities' custodial services. This check list is based on standards established by APPA.

**EXHIBIT 6-5
SAMPLE CLEANING GUIDELINES
AS PER APPA CLEANING STANDARDS**

Custodial Evaluation											
School: _____											
Date: _____											
	Level 1	Level 2	Level 3	Level 4	Level 5	Daily	Weekly	Monthly	Annually	Notes	
Classrooms, labs, gyms, offices											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Hallways, foyers											
Routine Activities											
1											
2											
3											
4											
5											
Project Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
10											
Restrooms, lockers											
Routine Activities											
1											
2											
3											
4											
5											
6											
7											
8											
9											
Project Activities											
1											
2											
3											
4											
5											
6											

Source: MGT of America, 2007.

FISCAL IMPACT

This recommendation can be implemented with existing resources and at no additional cost to RCPS other than the time required to amend the inspection form to meet the division's requirements. This is estimated at a total of three administrative hours and two clerical hours.

6.5 Energy Management

With the advent of increased costs for energy to provide fuels for HVAC systems, transportation vehicles, food service operations, and other related activities, school systems have established numerous and varied policies, procedures, and methods for increasing efficiencies in energy consumption and reducing operating costs. Policies typically describe the board's specific desire to ensure that maximum resources are available for instructional purposes and charge the administration with developing related procedures.

Procedures generally prescribe a range of measures and activities to be implemented and a specific means for computing the results. Some school systems develop incentive systems to reward employees for actions or recommendations that have resulted in substantial savings or improvement in the performance of energy consuming equipment.

Energy management methods range from sophisticated, centralized, computer controls over HVAC systems and other energy consumption devices to simple manual procedures for turning thermostats down and lights off during periods of minimal building or room utilization.

Resources to guide planning for energy conservation are available from a variety of sources. Some of these include the following:

- The Texas School Performance Review provides ten ways to cut energy costs as well as a list of effective energy management programs used by Texas school districts.
- Energy Education, Inc., an energy management consulting firm, has received significant testimonials from clients. Information related to this company and their client base can be obtained by going to their Web site.

FINDING

In 2006, a major energy audit initiative was conducted, prompted and led by faculty and students with the involvement of the superintendent and principals. A team of teachers and students were trained to perform the audit. This activity resulted in the development of a comprehensive series of 18 recommendations for improving energy efficiency in RCPS.

The STEM program has four major components, including:

- Thirty hours of classroom instruction for the STEM team of students and teacher(s).
- Energy audit conducted by the STEM team and reviewed by Wilson Educational Services, Inc.
- Preparation and presentation of the report to the school administration.
- Establishment of an ongoing energy conservation/management program.

The STEM program resulted in the recommended actions as shown in **Exhibit 6-6**. As can be seen, the recommendations are organized into three categories: No Cost, Low Cost, and Large Budget. The division is currently working on the no and low cost items.

**EXHIBIT 6-6
STEM RECOMMENDATIONS
JULY 2006**

COST FACTOR	NUMBER	RECOMMENDATION
No Cost	1	Close window curtains/blinds (replace if needed) to conserve heat in winter.
	2	Turn lights off in unused rooms; purchase task lamps for teachers if needed.
	3	Optimize use of natural lighting.
	4	Close windows when heating is used.
	5	Turn off unused appliances.
	6	Turn off outside fixtures during the day.
Low Cost	7	When there is sufficient light in classroom areas, turn fixtures off.
	8	Lock box thermostats to control use.
	9	Replace incandescent lamps with fluorescent lamps.
	10	Install timers on all domestic water heaters and set to be off from midnight to 5:00 a.m.
	11	Replace RCHS light covers in the hallway outside rooms 8 to 15.
Large Budget	12	Replace single pane windows in schools with double panes in older sections of buildings.
	13	Reduce number of windows on front of school building to reduce heat and coolant losses.
	14	Install ceiling fans in identified areas.
	15	Install solar water heaters in both schools and central office.
	16	Replace magnetic light ballasts with electronic ballasts.
	17	Construct entrance vestibules in both schools.
	18	Paint all dark colored halls, the library, and dark colored classrooms with white or light colored paint to improve light conditions.

Source: Created by MGT of America from RCPS information, November 2007.

COMMENDATION 6-C:

RCPS personnel and students are commended for creating and conducting the STEM audit and resulting recommendations.

FINDING

The RCHS Leadership class is developing a model recycling program that has developed partnerships with businesses in Rappahannock County. Students have prepared PowerPoint™ presentations to promote their enterprise, have begun collecting and shipping recyclable materials, and have developed an ink cartridge recycling program that involves a local bank and other businesses.

Future plans include the purchasing of containers/bins to use to capitalize on additional recycling opportunities with each school and in the community. During the preparation of this report, the students were working on a “caught you recycling” campaign as a culminating event for the leadership project.

COMMENDATION 6-D:

RCHS personnel and leadership development class students are commended for developing a recycling program that has the potential for impacting the entire Rappahannock County community.

FINDING

The CIP’s proposed project list contains a large number of the STEM activity recommendations. Updating the plan by reviewing and prioritizing these recommendations along with projected costs and savings estimates has not been completed.

As a result, it is difficult to convince the funding board of supervisors of the importance of each of the recommended actions.

RECOMMENDATION 6-8:

Review, estimate cost and savings, prioritize, and develop a time-line for implementing the STEM energy conservation recommendations.

Implementation of this recommendation should provide important data to present to the school board and the board of supervisors to support the necessity for funding the STEM energy conservation actions.

Additionally, these data should be circulated throughout the community as a means of letting the citizenry know that RCPS personnel are working to improve efficiencies and reduce costs.

FISCAL IMPACT

This recommendation can be accomplished at no direct cost to the division; however, it will require that administrative and support personnel commit time to ascertain the costs of the recommended actions. As noted in the fiscal impact to **Recommendation 6-3**, it is beyond the scope of this review to provide these cost estimates; however, it is estimated that developing cost estimates will take approximately 24 administrative hours and 30 to 36 clerical and support employee hours.

7.0 TECHNOLOGY MANAGEMENT

7.0 TECHNOLOGY MANAGEMENT

This chapter presents findings and recommendations relating to administrative and instructional technology use in Rappahannock County Public Schools (RCPS). The major sections in this chapter are:

- 7.1 Organization and Staffing
- 7.2 Technology Planning and Budgeting
- 7.3 Technology Policies and Procedures
- 7.4 Inventory and Control
- 7.5 Systems Infrastructure and Integration
- 7.6 Technical Support and Help Desk Operations
- 7.7 Technology Applications Practices

CHAPTER SUMMARY

RCPS has demonstrated successful practices in the delivery and support of administrative and instructional technology services and management in many areas. Dedicated and highly qualified technology staff members provide leadership in technical, administrative, and instructional technology activities and projects.

The commendations in this chapter include:

- RCPS is commended for posting a Library/Media Center Web site that provides access for both students and teachers to excellent library resources (**Commendation 7-A**).
- Rappahannock County Elementary School (RCES) is commended for implementing the Schoolkit program. This valuable resource for teachers to facilitate the integration of technology into the curriculum and meet the *No Child Left Behind* (NCLB) requirement, that students achieve technological literacy, should be considered by other county public schools (**Commendation 7-B**).
- RCPS is commended for offering a spatial technology class. Curriculum for this course could be shared with other schools so the courses could be replicated. Software to support the class is available through grants from the state and other foundations (**Commendation 7-C**).
- RCPS is commended for working closely with the Headwaters Foundation and other entities to secure funding to purchase resources that increase opportunities to equip students for life and work in the twenty-first century (**Commendation 7-D**).

While MGT found Rappahannock County Public Schools to have successful practices in the delivery and management of administrative and instructional technologies, other findings led to recommendations for continued improvement. Recommendations include:

- Update job descriptions to accurately reflect job duties being performed by RCPS Information Systems and Instructional Technology staff members (**Recommendation 7-1**).
- Expand membership of the RCPS Technology Plan Committee to include representation from all stakeholders including teachers, administrators, parents, students, and community members (**Recommendation 7-2**).
- Revise the technology plan to ensure compliance with the criteria required to qualify the division to receive E-Rate discounts and Title II, Part D grant monies and post the plan on the division Web site (**Recommendation 7-3**).
- Create and implement a disaster recovery plan that encompasses all division data and provides for periodic testing (**Recommendation 7-4**).
- Revise the local Acceptable Use Policy (AUP) to ensure compliance with all federal and state requirements (**Recommendation 7-5**).
- Require a regularly scheduled inventory of technology-related equipment for RCPS (**Recommendation 7-6**).
- Consolidate all of the servers and network equipment into a secured central location in RCES accessible only to technical staff members (**Recommendation 7-7**).
- Update and revise the RCPS Web site to include a greater breadth of information to facilitate its use as a public relations tool, an educational resource for students, and a communications forum for all division stakeholders (**Recommendation 7-8**).
- Train one instructional aide for RCES and one instructional aide for Rappahannock County High School (RCHS) to provide help desk support on at least a half-time basis (**Recommendation 7-9**).

When reviewing the administrative technology resources of a school system, MGT examines the computing environment within which the administrative applications operate; the degree to which the applications 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.

The RCPS network has been restructured recently with fiber optic links and new routers to provide more reliable service. Backup system software was added and the antivirus software was switched from Sophos to Avast in an effort to save on costs. Laptop carts were reconfigured and updated with necessary software in preparation for online testing. The STI Student Information System has been implemented to support division, principal, office, and classroom modules. This system is being used for discipline, attendance, and grading. Buying off-lease desktops with three year warranties enables the division to maximize technology funds.

In reviewing instructional technology, MGT analyzes all areas that contribute to the effective use of technology in the classroom. This includes broad areas such as the

technology plan; the organizational structure for supporting instructional technology; the efficiency and effectiveness of hardware and software supporting instructional technology and the delivery of educational services; the effectiveness of communications through the division's use of technology; the immediate and future needs for technology enhancements; staff development requirements needed to ensure adequate proficiency among administrative and instructional staff; and accountability of training in computers and technology.

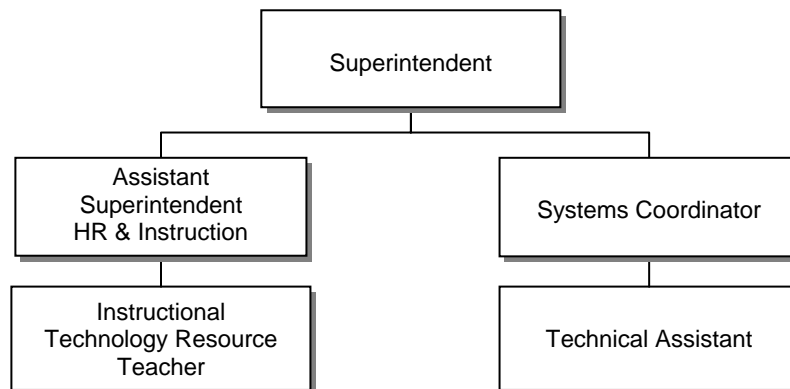
Effective July 1, 2003, as a condition for license renewal or for initial licensure, the Virginia Board of Education mandated all instructional personnel in the state to demonstrate proficiency in the published Technology Standards for Instructional Personnel (TSIP). School divisions in Virginia are responsible for defining the skills that demonstrate proficiency in the use of technology and with developing a process for licensed instructional personnel to demonstrate that proficiency. The skills that instructional personnel are required to demonstrate are clearly presented in the rubrics, as is the process for certification of those proficiencies.

RCPS developed a roadmap for mastery of the technology standards. This roadmap, monitored and assessed by the instructional technology resource teacher, provides a clearly defined process for teachers to achieve mastery of the standards through the completion of a technology portfolio. Options are given for each standard with resources and examples provided to assist teachers with successful completion of portfolio items.

7.1 Organization and Staffing

MGT consultants find that the RCPS Information Systems and Instructional Technology teams are intensely focused on providing efficient and effective programs and services. Each of those teams has knowledgeable and dedicated staff members. The Instructional Technology team is organized under the Human Resources and Instruction Department. The Information Systems team reports directly to the superintendent as pictured in the organization chart 2007-2008 (**Exhibit 7-1**).

**EXHIBIT 7-1
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
TECHNOLOGY ORGANIZATIONAL CHART
2007-08**



Source: Rappahannock County Public Schools, October 2007.

As indicated in **Exhibit 7-2**, RCPS had a lower number of technology administrative staff, a higher number of technical and clerical staff, and a similar number of instructional support staff than most comparative divisions.

**EXHIBIT 7-2
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Rappahannock	0	2	1
Amelia	0	0	3
Bland	1	1	0
Matthews	1	1	1
Middlesex	1	2.5	1
Division Average	.6	1.3	1.2

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

FINDING

Job descriptions are on file for all RCPS Information Systems and Instructional Technology staff, but those job descriptions are not up-to-date.

Well written job descriptions are crucial in defining the purpose of a job and clarifying its necessity in the organization. Often in smaller school divisions, staff members must wear many hats. As personnel take on additional responsibilities, job descriptions are not always modified to reflect those added duties. Job descriptions should be updated on an annual basis to ensure that they clearly reflect current responsibilities. Up-to-date job descriptions can then be utilized in organizational analysis and planning.

RECOMMENDATION 7-1:

Update job descriptions to accurately reflect job duties being performed by division Information Systems and Instructional Technology staff members.

Once job descriptions are up-to-date, division leadership can better analyze the administrative and instructional technology support and make informed decisions regarding any changes or adjustments needed in that support.

FISCAL IMPACT:

The division will need to commit the necessary resources in terms of time and personnel to implement this recommendation.

7.2 Technology Planning and Budgeting

The requirements of NCLB demand that divisions make data-driven decisions, that students achieve technological literacy by the end of 8th grade, and that teachers effectively integrate technology into the classroom. Meeting these mandates depends heavily on a division's technology implementation. Comprehensive technology planning and budgeting is essential for successful technology implementation and increased efficiency.

The Virginia Department of Education (VDOE) has made technology planning a requirement of every school division. According to the Educational Technology Plan for Virginia (2003-09):

Successful integration of technology into instruction requires educators to develop comprehensive plans for that initiative. Integration plans, often a part of divisional or school technology plans, help set strategic direction, establish a plan of action, determine implementation activities, monitor progress, and evaluate results. Plans should be based on divisional teaching and learning objectives.

FINDING

The RCPS Technology Plan Committee is composed of teachers and administrators from RCES, RCHS, and the division office; however, there is no representation from parents, students, and community non-profits and businesses on this committee. Lack of representation from all stakeholders limits buy-in and thereby restricts support.

To achieve the full potential of technology divisionwide, best practices show that a technology committee should be composed of representatives from all stakeholders who develop and maintain a long-range technology plan that is integrally connected to the division's overall strategic plan.

RECOMMENDATION 7-2:

Expand membership of the RCPS Technology Plan Committee to include representation from all stakeholders including teachers, administrators, parents, students, and community members.

FISCAL IMPACT

This recommendation can be implemented without the expenditure of additional resources.

FINDING

The RCPS Technology Plan does not meet all the state and federal criteria required to qualify the division for Title II, Part D technology grant monies or E-Rate discounts. Although the RCPS Technology Plan does address the goals required by the VDOE, other elements are incomplete or missing.

Implementation Responsibility

Objectives, strategies, and timelines are included for each of the five goals (integration, professional development and support programs, connectivity, educational applications, and accountability) in the plan. An outline of the responsibilities by job title for the implementation of the strategies is not included however.

Professional Development

The professional development objectives and strategies in the plan reference the continued use of the updated roadmap for mastery of technology standards with oversight by the instructional technology resource teacher. An excellent strategy is included that references the use of intensive hands-on training sessions with follow-up support over an extended period of time by mentors and observation of other teachers in their classrooms. Participation in the majority of the technology staff development offerings is voluntary however. To meet the NCLB requirement for all teachers to be technology literate, staff development should not be voluntary. A plan for ongoing, sustained professional development required of all educators should be included in the plan.

Connectivity

The plan includes the following objectives for the connectivity goal:

- Investigate and develop a plan for network growth.
- Ensure security and safety through network and data security policies and systems.
- Investigate methods to increase computer access and reduce time needed to set up for Web-based testing.
- Investigate ways to load software on multiple computers simultaneously.

The plan does not include an objective to ensure sufficient support for network operations, or the efficient procurement of technologies, especially emerging technologies.

Evaluation/Accountability

One objective is included for the accountability goal. That objective describes the evaluation process to include a method to assess and monitor the use of technology in collaboration with the technology planning committee on a quarterly basis. It should also include how the progress on the plan will be reported to the superintendent, board and other stakeholders.

The methods used for evaluation of plan goals, objectives, and strategies should also be defined. Methods could include records of staff member participation in technology training, purchase orders and financial data used to document funds expended for technology, technology inventories used to document acquisition of technologies, support and maintenance records to document technical support, and satisfaction surveys conducted twice a year to document satisfaction with support provided.

Budget

No budget is included in the RCPS Technology Plan. A sufficient budget should be defined to acquire and maintain the hardware, software, professional development and other services that will be needed to implement the strategies. The plan should clearly describe resources that are available or could be obtained to implement each strategy in the plan.

Local Technology Policies and Guidelines

The plan should include copies of any local technology policies and guidelines that are appropriate, such as the local AUP.

RECOMMENDATION 7-3:

Revise the technology plan to ensure compliance with the criteria required to qualify the division to receive E-Rate discounts and Title II, Part D grant monies and post the plan on the division Web site.

To ensure that schools and libraries are prepared to effectively use the services requested in E-Rate applications, E-Rate applicants must certify that their requests are based on approved technology plans that include provisions for integrating telecommunication services and Internet access into their educational program or library services. To qualify as an approved technology plan and meet the requirements of the Federal Communication Commission's Fifth Report and Order (FCC 04-190), the plan must contain the following five elements:

- The plan must establish clear goals and a realistic strategy for using telecommunications and information technology to improve education or library services.
- The plan must have a professional development strategy to ensure that staff know how to use these new technologies to improve education or library services.
- The plan must include an assessment of the telecommunication services, hardware, software, and other services that will be needed to improve education or library services.
- The plan must provide a sufficient budget to acquire and support the non-discounted elements of the plan: the hardware, software, professional development, and other services that will be needed to implement the strategy.
- The plan must include an evaluation process that enables the school or library to monitor progress toward the specified goals and make mid-course corrections in response to new developments and opportunities as they arise.

FISCAL IMPACT

Implementation of this recommendation will require a time commitment on the part of all stakeholders.

7.3 Technology Policies and Procedures

Disaster recovery plans are essential in school divisions to meet the federal and state requirements of collecting and retaining student and financial data. It is also a way for central office and school administrators, teachers, students, and parents to be reassured that damage or loss caused by a natural or man-made disaster can be minimized.

FINDING

The division has no disaster recovery plan for the security and protection of electronic data. Back-ups of student data are being made on external hard drives, but a specific recovery plan has not yet been developed or budgeted.

To be able to respond correctly to an emergency involves more than just luck. Businesses and schools that have experienced disasters and have developed a plan have been far more successful in controlling the emergency and reducing the lapse in operation of the organization. The time and cost involved with pre-planning is small in terms of the price associated with an uncontrolled disaster.

RECOMMENDATION 7-4:

Create and implement a disaster recovery plan that encompasses all division data and provides for periodic testing.

Several approaches should be evaluated to determine the most cost-effective method. Some of those approaches include partnering with another school division; partnering with the Rappahannock county office, partnering with a university or community college, and contracting with an outside vendor. The systems coordinator and technical assistant should subsequently seek another entity with adequate infrastructure to handle RCPS needs. At a very minimum, provisions should be made to store backup data in a fireproof safe or storage container.

FISCAL IMPACT

The fiscal impact of this recommendation can be determined once the division decides the best approach for storing backup data. Costs can vary widely, depending upon whether the data is stored onsite in a fireproof storage container, off-site at a partner location, or off-site at a commercial vendor location.

Best practices recommend that disaster recovery is tested on an annual basis. Such tests typically cost between \$40,000 and \$80,000 per testing cycle. RCPS should have a one-time cost of approximately \$45,000, and then have the subsequent annual testing conducted by RCPS technology staff.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Create, Implement, and Test a Disaster Recovery Plan	(\$45,000)	\$0	\$0	\$0	\$0

FINDING

The local AUP does not include all the requirements defined by the Code of Virginia, Title §22.1-70.2. This policy was created by modifying the AUP, IIBEA-R/GAB-R. Although this modified policy is more user friendly, key elements required by law have been removed.

No mention is made in the modified version of the AUP that:

- Employees and students are prohibited from using the division's computer equipment and communications services for sending, receiving, viewing, or downloading illegal material via the Internet.
- A technology protection measure for the division's computers having Internet access is in place to filter or block Internet access through such computers to prevent access to child pornography, obscenity, material that the school division deems harmful to juveniles or minors, and material that is otherwise inappropriate for minors.
- The technology protection measure is enforced during any use of the division's computers by minors.
- The online activities of minors will be monitored.
- Provisions are in place to protect the safety and security of minors when using electronic mail, chat rooms, and other forms of direct electronic communications.

During the 2006-07 school year, each division was required to develop an Internet safety policy and incorporate that policy into the AUP. By June 1, 2007, each division was required to send a statement to the director of the Office of Educational Technology confirming the completion of this work. During the 2007-08 school year, each division is required to review the progress and effectiveness of its AUP and the implementation of its Internet safety program. While staff members indicated in interviews that RCPS has adopted an Internet safety program, that program is not incorporated into the AUP. While there is a reference in the AUP that K-12 students and staff are required to participate in and successfully complete Internet safety training annually, no details regarding the Internet safety program are included.

Failure to include all of the requirements for the AUP not only places the division out of compliance with state law, but also jeopardizes their eligibility for NCLB, Title II, Part D grant monies.

RECOMMENDATION 7-5:

Revise the local AUP to ensure compliance with all federal and state requirements.

This can be accomplished by utilizing the AUP, IIBEA-R/GAB-R, and changing the language contained therein to indicate that "the online activities of minors will be monitored" rather than "the online activities of minors may be monitored manually."

FISCAL IMPACT

This recommendation can be implemented with existing resources, primarily the use of staff time.

7.4 Inventory and Control

FINDING

The current inventory control system is not adequate for safeguarding computer assets. While information is kept in a spreadsheet on each piece of equipment, none of the equipment has been marked with an asset identification tag.

The division does have a good system in place for securing equipment used for checkout. Data projectors, laptop carts, SMART boards, and the Tree cart are signed out at RCHS through the high school’s librarian. Data projectors, SMART boards, and the Tree cart, as well as other AV equipment, are signed out at RCES through the elementary school’s librarian. All laptop carts are signed out through the computer lab teacher at the elementary school.

While checkout equipment is secured when not in use, the lack of a formal technology-related inventory process that includes detailed asset tagging, can potentially lead to loss or theft of equipment. If this happens, RCPS would have an increase in expenditures to replace the equipment. If theft is involved, insurance rate increases and legal fees could lead to a negative financial impact on the division.

RECOMMENDATION 7-6:

Require a regularly scheduled inventory of technology-related equipment for RCPS.

Generally accepted practices indicate that all technology-related equipment is marked with an asset identification tag and entered into an inventory upon receipt of the equipment. A regularly scheduled inventory is needed to accurately reflect assets on financial statements. Physical inventories for technology-related equipment provide the necessary information for risk assessments for proper insurance.

FISCAL IMPACT

This recommendation can be implemented with minimal costs including the purchase of asset tags and staff time to complete the tagging and inventories. The price range for asset tags is \$300 to \$600 for the amount of equipment in the school division, and RCPS should be able to obtain the necessary number of tags for approximately \$500.

Recommendation	2007-08	2008-09	2009-10	2010-11	2011-12
Implement Fixed Asset Tracking Processes for Technology	(\$500)	\$0	\$0	\$0	\$0

7.5 Systems Infrastructure and Integration

The Information Systems Team has made great strides to improve the technology infrastructure to provide a more stabilized network environment. The elementary and high schools are now connected to the Internet through separate T-1 lines and those campuses are connected together with a T-1 line. Servers, switches, and routers have been upgraded or replaced. Much progress has been made to replace obsolete computers with more up-to-date ones. Repair and replacement of computers, printers, and network equipment to support the technology needs of the school division are ongoing. While the division is taking significant steps forward, much work is still needed.

FINDING

The head end network equipment rooms are not secured at RCES, leaving critical network equipment susceptible to security and accident risks.

Network equipment is split into two different locations in RCES. Both of those locations are unsecured. The T1 line to the elementary school comes into the building in the teachers' lounge where it is connected to the router and firewall. The teachers' lounge is always open. Teachers and parents have access to this room during the day as well as before and after school. Students have also been seen going into that room after school hours. The server room, located in another part of the building, is shared with the attendance aide. There are numerous parent volunteers that come in and out of that room on a regular basis. In addition, that room is only accessible through a classroom which causes that classroom to be disturbed every time a technical staff member enters.

Best practice calls for network equipment to be located in a secured, locked area to ensure safety and reduce risk.

RECOMMENDATION 7-7:

Consolidate all of the servers and network equipment into a secured central location in the RCES accessible only to technical staff members.

The teachers' lounge is the best room to serve as the Network Operations Center (NOC), as it is the most secure location in the building and most of the critical network equipment is already there. Not only would this improve security, but it would provide a more dependable network as connections between the network devices, and the servers would be in the same room rather than across the campus.

The area at the front of the RCES cafeteria could be repurposed as a teachers' lounge. All existing furniture and other non-network equipment in the current teachers' lounge could be moved to this new location.

FISCAL IMPACT

This recommendation can be implemented with existing resources with only minimal costs. A lock would need to be added to the existing teachers' lounge door and network equipment relocated to this room.

FINDING

Although the school division has invested in a very professional Web site interface, the site is not fully implemented. Some of the links are broken and many pages are under construction or blank.

Each teacher has a Web site area dedicated to his/her classroom. While some teachers have information posted on those pages, most are not filled in. Those Web site areas should serve as a valuable tool for communication and resource sharing with students, parents, and the community. Updates to and maintenance of those areas need to become a priority, so the full potential of this investment can be realized.

In addition to the teacher Web sites, all of the other school site areas need to be updated on a regular basis as well. Failure to do so will result in dissatisfaction of stakeholders which could lead to a lack of use of this excellent communication tool.

The Alleghany County (VA) Public Schools Web site provides an excellent model for other county schools. The site is maintained by one of the division's instructional technology resource teachers. Each school's Web site is maintained by a staff member of the school or one of the instructional technology resource teachers. Commendable features include a school calendar, lunch menus, employment vacancies, individual school Web sites, detailed information on staff with contact information and photos, school board meeting notices, agendas and minutes, Comprehensive Improvement Plan, Technology Plan, technology standards, technology resources, bus schedule, frequently used forms available for download, archived highlights and news, benefits and salary information, employee handbook, job descriptions, school board policy manual, and community links. This site enhances communication and enables the division to build a more positive relationship with students, parents, and the community.

RECOMMENDATION 7-8:

Update and revise the RCPS Web site to include a greater breadth of information to facilitate its use as a public relations tool, an educational resource for students, and a communications forum for all division stakeholders.

Assign a staff member on each campus to maintain the school site. Create and enforce a policy to ensure that all teachers keep an up-to-date teacher Web site area with at least a class schedule, class calendar, homework assignments, e-mail contact form, and helpful links.

FISCAL IMPACT

This recommendation can be implemented with existing resources, requiring a minimal amount of time because the update of Web pages can be done through the use of pre-developed templates provided by the division Web site interface.

FINDING

The RCES Library/Media Center Web site serves as a great model for other schools with procedures, library class schedule, library calendar, missing library book information, Web site links, book lists, and a book blog.

COMMENDATION 7-A:

RCPS is to be commended for posting a Library/Media Center Web site that provides access for both students and teachers to excellent library resources.

Although many of the other areas of the RCPS Web site are in need of improvement, this area is well developed.

7.6 Technical Support and Help Desk Operations

FINDING

The division has an adequate technology infrastructure with T-1 lines at both the elementary and high schools, and a well-functioning Local Area Network; however, the current technical support system is not adequate to meet the division’s needs. In comparison to best practices, division technology staffing is low in this area.

The dedicated RCPS technical support staff includes a coordinator and assistant. Considering other responsibilities for leadership, planning, installation, and maintenance of the technology infrastructure and Web site, these two positions cannot adequately support 500 computers, six servers, two routers, a firewall, interactive videoconferencing equipment, and multiple pieces of peripheral equipment such as printers, document cameras, digital cameras, data projectors, and SMART boards. In addition, the current technology staffing levels fall into the low range of the ISTE staffing rubric, as shown in **Exhibit 7-3**.

As a result of understaffing, many technology issues have been on hold. For example videoconferencing equipment was delivered by the state last year and is still not in use. The Plasma TV in the cafeteria at RCHS was not used for a year because the remote control could not be found.

**EXHIBIT 7-3
ISTE TECHNOLOGY SUPPORT INDEX RUBRIC FOR STAFFING**

INDEX AREA	EFFICIENCY OF TECHNOLOGY			
	LOW	MODERATE	SATISFACTORY	HIGH
Technician Staffing to Computer Ratio (# of computers : technician)	250:1	150:1 to 250:1	75:1 to 150:1	Less than 75:1

Source: www.iste.org, 2006.

RECOMMENDATION 7-9:

Train one instructional aide for RCES and one instructional aide for RCHS to provide help desk support on at least a half-time basis.

Utilizing existing instructional aides for desktop support will free up the systems coordinator and technical assistant to manage the network devices including, but not limited to, servers, routers, switches, T1 lines, and printers.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

7.7 Technology Applications Practices

FINDING

RCES has invested in a valuable resource for teachers to facilitate the integration of technology into the curriculum and meet the NCLB requirement that students achieve technological literacy before exiting 8th grade. Schoolkit is a comprehensive package of classroom-ready technology integration activities. It can be implemented to immediately impact the quality of curriculum-focused technology integration across the school or division.

Integrating technology into the curriculum presents a challenge to teachers for two reasons. First, teachers find it difficult to find the time to invest in rewriting lesson plans to incorporate technology. Second, teachers often have a difficult time determining how to integrate the technologies in their already existing curriculum. With Schoolkit, that work has been done for them. Not only does it incorporate the technology into the curriculum, but it incorporates higher levels of thinking as well. Although RCES is just beginning to implement this program, many teachers have already expressed their satisfaction with the program including the art teacher, computer teacher, 7th grade science teacher, and 4th grade science teacher.

COMMENDATION 7-B:

RCES is to be commended for implementing the Schoolkit program. This valuable resource for teachers to facilitate the integration of technology into the curriculum and meet the NCLB requirement that students achieve technological literacy should be considered by other county public schools.

FINDING

RCES has strong technology courses on the high school level giving students multiple options for advancement of knowledge and skills. Some of the classes include Building Trades, Digital Imaging, Geospatial Technology, Industrial Technology, and Accounting.

The Geospatial Technology class is taught to students in grades 9-12. Not only does this class offer advanced technology skills, but students can earn college credit for the course through James Madison University. This class, established as a result of a pilot program initiated by the state of Virginia, has received statewide and even international recognition. It has been spotlighted in several publications. In an article entitled *Making the School Useful to the Community — Rappahannock County, Virginia*, published in *Rural Policy Matters* in April 2006, the class was described as follows.

In this class, teams of students “contract” with community “clients” to do sophisticated mapping work. The teacher and a local volunteer, both of whom are expert in GIS and GPS technologies, work closely with students whose contracts have taken them all across the county.

Clients of the class have included a local environmental organization that commissioned a study to track erosion in streams by the size of riparian buffers. Several farmers have contracted for assistance in analyzing soil and mapping their fields and pastures for crop and cattle rotations. Students have helped African-American alumni of the school map the home sites of their members. After a spate of serious motorcycle crashes, students worked with a group of motorcycle enthusiasts who frequent the county to develop a map of crash sites and danger spots in order to reduce injuries and fatalities. Students make formal presentations of their projects, often in public settings.

This class caught the attention of Malcolm McInerney, project director of The Spatial Worlds Project entitled Spatial Technology and Associated Spatial Literacy Implementation in Schools. The focus of this Australian based project is to investigate the use of spatial technology in education at the system and school level. The project involves the exploration of materials used and methodologies employed to ensure successful classroom implementation of spatial technology by teachers. During a visit to the Geospatial Technology classroom at RCHS, Mr. McInerney applauded the teacher for leading the students to participate in real-world projects linked to the local community that demonstrated a team problem-solving approach. He was very impressed by the great maps produced by the students in the area of Civil War history, stream heritage criteria, and school routes.

It is not surprising that the Geospatial Technology class students took first place for their Trek Home project in the statewide contest held at “Technosphere” - Virginia’s Technology Student Association State Leadership Conference. For this project students constructed maps using the ArcView software program that feature the route from their home to school, complete with a legend and compass rose. Students used ArcView’s tools to determine the mileage as “the crow flies” as well as the mileage via the roads traveled. Students prepared “turn by turn” directions to document the trip. In some cases elevation was also displayed.

Spatial technology is fast becoming a common tool in the world today. Many families have GPS systems in their cars and on their phones. The acceleration in interest in spatial technology has been further enhanced by the increasing accessibility of GIS orientated materials on the Internet such as Google Earth. Classes on geospatial technologies better prepare students for the twenty-first century.

COMMENDATION 7-C:

RCPS is to be commended for offering a spatial technology class. Curriculum for this course could be shared with other schools so the courses could be replicated. Software to support the class is available through grants from the state and other foundations.

FINDING

RCPS has a wealth of resources including but not limited to SMART boards, LCD projectors, document cameras, digital cameras, handheld computers, laptop carts, geospatial software (a \$50,000 value), and Industrial Tech equipment and software.

One example that demonstrates the benefit of a wealth of technology resources can be found in the use of the Palm handheld computers in the classrooms. This effort started with Palms being utilized in 3rd grade language arts classes. Now the use of this technology has been expanded to 2nd grade reading, 8th grade math, and 7th grade science classes. Each year a teacher participates in the Palm Educator Trainer Certification program to become Palm certified. Other staff members have been trained on the use of Palms in summer trainings as well as in after-school training sessions.

The literature clearly indicates that successful integration of handheld technology into K-12 classrooms can positively impact teaching and learning. This low-cost, portable technology enables new learning opportunities in multiple settings both in and out of the classroom. Students can easily share their work, information, and ideas. Handheld computers have increased student motivation, autonomy, collaboration, problem-solving, and learning in many content areas. According to the Palm Education Pioneer (PEP) project, students enjoy using handheld computers, are motivated to learn, and believe handhelds will help them learn more.

Headwaters, the Rappahannock County Public Education Foundation, was founded in 1997 by a group of community residents to provide independent support for the public school system and to increase community involvement in education. Since its founding, the Foundation has been an invaluable resource to the school division through its support of RCPS, and its fundraising efforts.

COMMENDATION 7-D:

RCPS is to be commended for working closely with the Headwaters Foundation and other entities to secure funding to purchase resources that increase opportunities to equip students for life and work in the twenty-first century.

8.0 FOOD SERVICES

8.0 FOOD SERVICES

This chapter presents findings and recommendations relating to the Food services Department of Rappahannock County Public Schools (RCPS). The major sections of the chapter are as follows:

- 8.1 Organization and Management
- 8.2 Financial Performance
- 8.3 Student Meal Participation

School breakfast and lunch are an integral part of many students' education. Good nutrition is a vital component of a child's ability to learn. In response to this need, the federal government has established breakfast and lunch programs in the nation's schools to ensure that children receive proper nutrition so they can succeed in school.

School meal programs began when the Child Nutrition Act of 1946 authorized the National School Lunch Program to "safeguard the health and well-being of the nation's children." The program, administered by the U.S. Department of Agriculture (USDA), is open to all public and nonprofit private schools and all residential child care institutions. Lunch is available to all children in participating schools and must meet specific nutritional requirements to qualify for federal funds.

The Child Nutrition Act of 1966 authorized the National School Breakfast Program as a pilot program providing funding in low-income schools and in schools where students had to travel long distances in the morning and therefore might not have a chance to eat breakfast. Congress started the program in 1975 and made breakfast "available in all schools where it is needed to provide adequate nutrition for children in attendance." Congress further expanded the program in 1989 by requiring the Secretary of Agriculture to provide funds to states to support the costs of starting school breakfast programs in low-income areas. USDA administers the National School Breakfast Program.

Under the basic school breakfast and lunch programs, household income determines whether a child pays for his or her meal or receives a reduced price or free meal. Household income must be below 185 percent of the federal poverty level for a child to receive a reduced price meal and below 130 percent of the federal poverty level for a child to receive a free meal.

CHAPTER SUMMARY

Recommendations contained in this chapter are focused on food services organization, planning and development. Among these recommendations are the following key suggestions that should assist the superintendent and school board as they continue to consider all aspects of improving the school division:

- Develop and adopt a comprehensive board policy regarding food services operations (**Recommendation 8-1**).

- Schedule monthly meetings planned by the food services director in order to regularly meet with the cafeteria managers and discuss all facets of the daily operations of the food services department (**Recommendation 8-2**).
- Implement an ongoing regularly scheduled training program throughout the school year for cafeteria staff (**Recommendation 8-3**).
- Develop a 5-year equipment maintenance and replacement program (**Recommendation 8-4**).
- Implement a satellite hot meal program beginning with the 2008-09 school year (**Recommendation 8-5**).
- Issue Requests for Proposals (RFP) to qualified vendors for the purchase of a comprehensive electronic food services management system (**Recommendation 8-6**).
- Form a nutrition awareness task force comprised of RCPS students, teachers, parents, and cafeteria managers who, together with vendor participation, could design a division plan that would help students choose healthier meals and increase reimbursable meal participation (**Recommendation 8-7**).

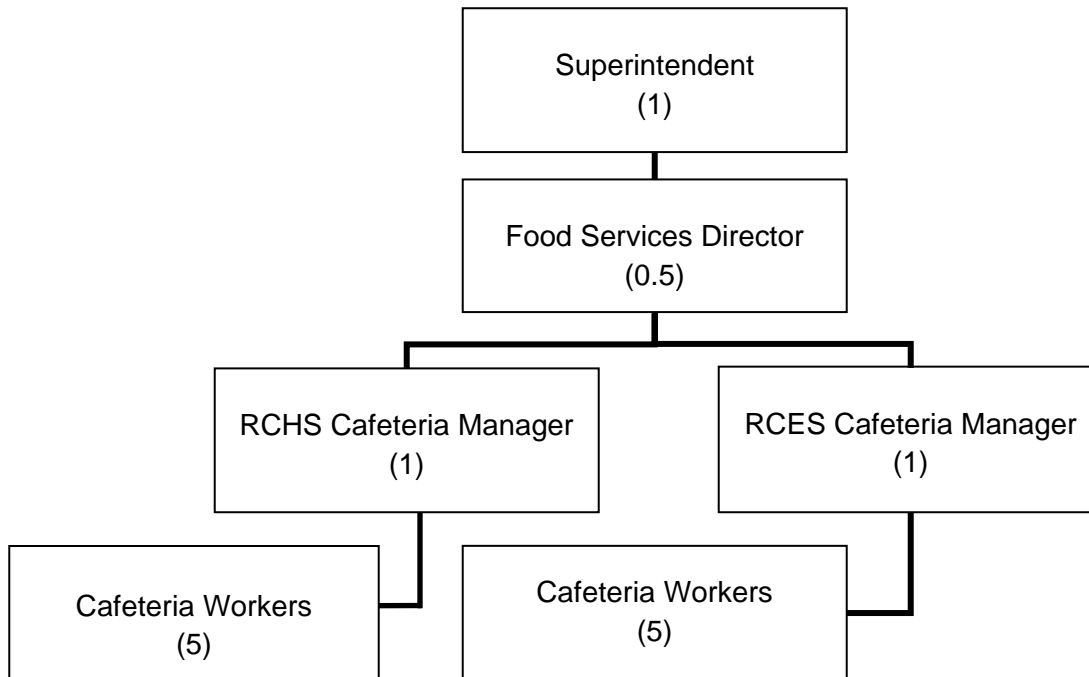
8.1 Organization and Management

RCPS has historically provided food services to its students in the traditional manner including participation in the National School Breakfast Program and the National School Lunch Program. In addition, RCPS provides catering services, school volunteer receptions, seventh grade graduation receptions, D.A.R.E. Day guest luncheons, and other such events.

Food services management for the two schools falls primarily under the auspice of the superintendent with some direction by the two RCPS principals. The department employs a part-time director and a total of two cafeteria managers with ten cafeteria workers. The two RCPS schools are staffed as follows: RCES has a cafeteria manager and five full-time workers; and RCHS has a cafeteria manager and five full-time workers. **Exhibit 8-1** shows the organizational chart that reflects the structure of the food services department.

Both RCPS cafeteria managers receive training during the summer break to learn any new federal or state procedures or requirements that have been implemented during the past year. The managers in turn provide training to the workers in their respective cafeterias.

**EXHIBIT 8-1
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS
ORGANIZATIONAL STRUCTURE OF FOOD SERVICES DEPARTMENT
OCTOBER 2007**



Source: Created by MGT of America, Inc., October 2007.

FINDING

The food services department does not have a board-adopted employee procedures manual.

The division has some information available but lacks a time procedures manual for employees. An absence of formal procedures creates the potential for misrepresentation and omissions with food services operations.

Best practices, as seen in other Virginia school divisions, provide for a structural procedures manual. **Exhibit 8-2** provides a sample food services policy that needs to be adopted by RCPS.

**EXHIBIT 8-2
SAMPLE FOOD SERVICES POLICY**

GENERAL NUTRITION SERVICES REQUIREMENTS

The school Nutrition Services Program shall operate according to requirements set forth in state statutes and state board of education rules. The school Nutrition Services Program shall include the federally reimbursed lunch program, a la carte, beverage offerings, and sale of food and beverage items offered through vending machines or other methods to students at all school facilities during the school day and may include the federally reimbursed breakfast program.

- (1) The school Nutrition Services Program shall be an integral part of the Division's educational program, offering nutritional and educational opportunities to students.
- (2) Foods and beverages available in schools shall be only those which meet the nutritional needs of students and contribute to the development of desirable health habits unless permitted otherwise by state board of education rules and approved by the Superintendent.
- (3) The school Nutrition Services Program shall meet the standards for Nutrition Services and Sanitation and Safety as provided by the State Board of Health and State Department of Education.
- (4) School food and nutrition service funds shall not be considered or treated as internal funds of the local school, but shall be a part of the division school funds. School food and nutrition service funds shall be subject to all the requirements applicable to the division fund such as budgeting, accounting, reporting, and purchasing and such additional requirements as set forth in the written procedures manual authorized in this policy.
- (5) USDA commodities shall be acquired, stored, and utilized in accordance with United States Department of Agriculture and related state board of education rules.
- (6) The Superintendent or designee shall develop a written procedures manual to govern school food and nutritional services programs.

SCHOOL NUTRITION SERVICES FUNDS

- (7) School Nutrition Services funds shall be considered Special Revenue funds, but shall be subject to all requirements applicable to the Division School Fund such as budgeting, accounting, reporting, and purchasing unless specific requirements are established by Federal or State laws, rules or regulations.
- (8) Daily deposits of school Nutrition Services funds shall be made by authorized personnel in a bank(s) designated by the School Board.
- (9) Revenue from the sale of all items handled by the Nutrition Services Department shall be considered school Nutrition Services income. This includes income from sale of cans, bottles, jars, rice bags, swill, and similar items. Such funds shall not be expended as cash.
- (10) All payments from school Nutrition Services funds shall be made by check or wire transfer.

**EXHIBIT 8-2 (Continued)
SAMPLE FOOD SERVICES POLICY**

SCHOOL NUTRITION SERVICES FUNDS

- (11) School Nutrition Services funds shall be used only to pay Nutrition Services operating costs.
- (12) Profit and loss statements shall be developed monthly for each Nutrition Services Program, by school site.
- (13) Any loss of records, cash, or supplies through theft or otherwise shall be reported immediately to the Superintendent's office. Such losses shall be itemized and a copy of the report submitted with the regular reports.
- (14) Funds shall be collected and expended in compliance with United States Department of Agriculture and state board of education rules.
- (15) The Board shall annually adopt prices charged to students and adults who participate in the Nutrition Services Program.
- (16) The Superintendent shall develop written procedures for conducting the Division's Nutrition Services Program.

MEAL PATTERNS

All schools with grades Pre-K-12 shall participate in the National School Lunch and Breakfast Programs and serve student meals according to meal patterns established by the United States Department of Agriculture. Schools may participate in other Child Nutrition Programs; meals shall be served to students according to meal patterns established by the United States Department of Agriculture.

FREE AND REDUCED PRICE MEALS

Free or reduced price meals shall be served to all students who qualify based on eligibility criteria approved by the school board.

The income Eligibility Guidelines for free or reduced price meals shall be in accordance with the scales provided by the State Department of Education as adopted by the state board of education based upon income guidelines prescribed by the United States Secretary of Agriculture.

Eligibility criteria shall be applicable to all Division schools and shall provide that all students from a family meeting the eligibility criteria and attending any Division school are offered the same benefits.

Procedures for implementing the free and reduced price meal services shall be reviewed annually and shall be in accordance with procedures and guidelines published by the State Department of Education and the United States Department of Agriculture.

RECOMMENDATION 8-1:

Develop and adopt a comprehensive board policy regarding food services operations.

RCPS should modify the sample provided in **Exhibit 8-2** according to the division's needs. Formal policies define important practices and serve as the primary guide for operations.

FISCAL IMPACT

This recommendation can be implemented with existing food services staff and require approximately 80 hours of staff time.

FINDING

The food services director has no scheduled monthly meetings with the cafeteria managers.

Cafeteria managers reported during their focus group with MGT that the department director does not meet with the managers on a regular scheduled basis. This information was corroborated with division level staff.

Regularly scheduled meetings also allow for new practices and procedures to be discussed in order to continually provide meals to the students. Without meetings, staff may become confused on practices, which could lead to inefficiencies resulting in a cost to the division.

RECOMMENDATION 8-2:

Schedule monthly meetings planned by the food services director in order to regularly meet with the cafeteria managers and discuss all facets of the daily operations of the food services department.

Monthly meetings would give the managers and director an opportunity to discuss the oversight of the internal management of food services. A planned agenda should be followed and the focus of each meeting should include ongoing training in the areas of:

- School food safety and sanitation.
- School food presentation.
- School food preparation and meal planning.
- Quality and nutritional value.
- Calorie content.
- Proper use and storage of chemicals.
- Changes in state law requirements governing school food services.

FISCAL IMPACT

The implementation of this recommendation can be accomplished with existing resources, requiring a minimum of staff time (approximately one to two hours per month), and at no added cost to the division.

FINDING

The RCPS currently provides a one-time 3-hour training course for the safe handling, storing, and serving of foods that go through the cafeteria. This practice does not provide for adequate training in various safety issues and a continuous updating of food services skills.

During their focus group with MGT, cafeteria workers expressed a need for additional training. Failure to continually provide and reinforce training could result in contamination of food, injuries, or worse, which could prove to be a financial burden for the division.

Best practice suggests that training be scheduled on a regular basis and guided by a review of employees' needs along with modern practices and procedures.

RECOMMENDATION 8-3:

Implement an ongoing, regularly scheduled training program throughout the school year for cafeteria staff.

Food services workers need safety and sanitation training to understand their role in keeping a sanitized environment in order to deliver nutritious meals safely. Utilizing the training offered by the state DOE or school food vendors should be considered.

Cafeteria worker training should be ongoing throughout the school year. This could be done on a quarterly basis and topics for training should include:

- Safety and sanitation – the proper use and storage of chemicals;
- Allergy procedures – outlines how cafeteria workers are to work with parents to manage the dietary requirements of their children;
- Appearance – describes what a cafeteria worker may wear, limits the amount and type of jewelry that can be worn, and addresses several areas of cleanliness; and
- Attendance – identifies the expectations for cafeteria workers regarding attendance at work, attendance at staff meetings, and notification of absences.

School food vendors are often willing to come to RCPS and train the cafeteria managers and staff in areas of school food presentation and preparation, sanitation, equipment use, safe use of chemicals, and any other training applicable to the school food operation.

FISCAL IMPACT

This recommendation can be implemented with existing resources, requiring a minimum of staff time (approximately one to two hours per quarter), and is budgeted in the food services department.

FINDING

The RCPS does not have an equipment maintenance or replacement program. During inspections, interviews, and in focus groups, MGT learned that much of the kitchen equipment is old, some of it as much as twenty years old. Aging equipment that is not effectively maintained and on a scheduled replacement program creates additional costs to the division and lost work hours.

Financial Summary Report (SPN005), Virginia Department of Education, School Nutrition Program for a five year period (2002-07) shows no capital outlay for school years 2004, 2005 and 2006 in RCPS. The two previous school years (2002 and 2003) RCPS spent \$11,000 and \$8,500.

The cafeteria managers (elementary and high school), indicated that their equipment was not being repaired in a timely manner. This delay leads to equipment downtime which creates undue hardship on the managers and cafeteria workers.

During onsite inspections, the review team found inoperable equipment left unused in the food services department. The equipment is often only in need of a part to be ordered, delivered, or installed. One example involved the dishwasher resulting in food services personnel having to wash dishes, pots and pans, and other wares by hand.

RCPS employs only one part-time service trade worker who is also employed part-time by the County Supervisors. Because this worker is solely responsible for keeping all equipment in both schools operational, the condition of cafeteria and kitchen equipment is often improperly maintained.

RECOMMENDATION 8-4:

Develop a 5-year equipment maintenance and replacement program.

The RCPS should budget a minimum of \$20,000 per year until all outdated and non-functioning equipment in the food services department has been repaired or replaced.

The administration should work with a chosen contractor to devise an equipment maintenance and replacement program. This program would provide for regular inspections to identify the condition of equipment which should help reduce or eliminate downtime resulting from equipment failures.

The program should also make the administration aware of equipment that will need to be scheduled for replacement.

The implementation of this recommendation should allow for less reliance upon maintenance staff for repairs and minimize emergency situations.

This recommendation should begin in the fiscal year 2008-09.

FISCAL IMPACT

The cost of implementing this recommendation could be \$20,000 per year for a five-year total of \$100,000. The food services department should budget for this practice.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
5-year Preventative Maintenance Program	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)

8.2 Financial Performance

Financial performance is important to any business operation. School divisions must adhere to proper financial practices related to food services operations since there are implications from a local, state and federal perspective due to funding sources associated with food services.

School divisions should strive to have the equivalent of three months worth of expenditures in their fund balances for food services operations. This amount allows for capital and other equipment replacement without having to use general funding.

RCPS has shown a loss of \$93,087 for the past five school years. **Exhibit 8-3** shows the profits and (losses) for the years 2002 through 2006.

**EXHIBIT 8-3
RCPS FOOD SERVICES PROFIT/LOSS
2002-06 SCHOOL YEARS**

Profit/ (Losses) 2002	Profit/ (Losses) 2003	Profit/ (Losses) 2004	Profit/ (Losses) 2005	Profit/ (Losses) 2006	Total
\$8,118	\$7,190	(\$38,595)	(\$47,029)	(\$22,771)	(\$93,087)

Source: VDOE Financial Summary, September 2007.

With the current method of food services delivery to the students, RCPS is facing a continuation of revenue losses experiencing each year, unless they can reduce labor and food costs.

The position of cafeteria manager at the high school could also be eliminated and changed to an assistant manager position.

FINDING

Storage facilities are inadequate at the high school cafeteria and kitchen resulting in a serious safety problem as well as an inefficient use of cafeteria staff during meal preparation and serving times.

Upon onsite inspection, MGT found supplies, canned foods, and other items being stored on tables, in hallways, and in the cafeteria manager's office at the high school. The elementary school kitchen has ample storage and is larger than the high school's, and workers are not hindered by the crowded conditions like those at the high school.

The cost of building an addition to the high school cafeteria would be a large capital outlay for the division, thus, an interim solution needs to be considered (also see **Chapter 5.0, Recommendation 5-5**).

One solution, especially applicable due to the small size of the two schools' enrollment, is to install a satellite food services system using the elementary kitchen and facilities to prepare food. The prepared foods could be transported the short distance to the high school, thus eliminating the need for extensive storage space for foods and other supplies.

RECOMMENDATION 8-5:

Implement a satellite hot meal program beginning with the 2008-09 school year.

Transporting meals from the elementary school to the high school using an RCPS van equipped with a food warmer should be realized at little or no cost for the division. Central kitchens are less expensive to operate and are more profitable to divisions that have small student populations.

The high school serving line area should have more room to offer students a larger ala carte line, potato bar, and sandwich bar, in addition to regular meals resulting in better student participation. Additionally, implementation of this recommendation should result in the elimination of one manager position and the creation of an assistant food services manager position reporting to the remaining manager position.

FISCAL IMPACT

The recommendation could be implemented at an estimated first-year cost of \$1,075 and a five-year estimated savings of \$6,625. This is based on the following calculations:

Deleting the high school food service manager position could result in an estimated savings of \$21,650 based on step 15 of the salary schedule, plus benefits of 25 percent (\$17,320 plus \$4,330). Creating the assistant manager position could cost an estimated \$19,375 (there currently is no provision of this salary in existing schedules). The assistant manager salary recommendation is based on a base salary of \$15,500 plus benefits of \$3,875.

Rubbermaid vinyl food warmers can transport either individual servings or hotel pans (because hotel pans are easier to deliver large amounts of food they are considered to be the best equipment for serving in school cafeterias). Each warmer would cost approximately (\$300) and the food services department would need 8-10 warmers at an estimated total cost of \$3,000 (\$300 X 10).

The division could purchase a used van for an approximate cost of \$15,000 for the transportation of food. In addition to the cost of the used van, the division would have

additional annual fuel costs of \$350. This figure is based on annual mileage estimated at 1,080 (6 miles per day times 180 days) using approximately 100 gallons of fuel if consumption is 12 miles per gallon. Cost of fuel could be \$3.50 per gallon for an annual total of \$350.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Delete One Manager Position	\$21,650	\$21,650	\$21,650	\$21,650	\$21,650
Create One Assistant Manager Position	(\$19,375)	(\$19,375)	(\$19,375)	(\$19,375)	(\$19,375)
Purchase Food Warmers	(\$3,000)	\$0	\$0	\$0	\$0
Purchase Used Van	(\$15,350)	\$0	\$0	\$0	\$0
Annual Fuel Purchases	(\$350)	(\$350)	(\$350)	(\$350)	(\$350)
Total	(\$16,075)	\$1,925	\$1,925	\$1,925	\$1,925

FINDING

The division has no comprehensive electronic food services management system for purchasing supplies, inventory and monitoring student sales. Consequently, additional clerical work is needed on the part of the managers and county staff representing inefficient use of labor.

The existing monitoring system only registers student meal purchases thus leaving managing inventory and other tasks to be completed manually. Even in very small school systems, best practices suggest that these activities be managed electronically to reduce the number of labor hours necessary for completing related paperwork.

RECOMMENDATION 8-6:

Issue Requests for Proposals (RFP) to qualified vendors for the purchase of a comprehensive electronic food services management system.

Implementation of this recommendation should result in maintaining up-to-date electronic records of student sales, foods purchased, and inventory of commodities could be vital to the fluid operation of the food services department. A computerized system should effectively reduce man-hours and provide the cafeteria manager with instantly readable information needed to assure a cost-controlled and well-managed food services department. This action should result in reducing employee work hours by 3 hours per day.

The purchase could be made during the 2008-09 budget year. Utilizing more advanced technology would enhance the implementation of a central kitchen and satellite hot meal system.

There are different options available when purchasing this system. MGT is recommending a point-of-sale and basic inventory system that will allow for modules to be added in the future.

The RCPS technology department would be a valuable asset in writing specifications, reviewing proposals and determining the best and lowest vendor.

With the implementation of the central kitchen and a computerized electronic food services management system, the elementary cafeteria could eliminate a three-hour employee position.

FISCAL IMPACT

Implementation of this recommendation should have a first-year cost of \$1,250 and realize a net savings of \$6,750 beginning the second year for a five-year savings of \$25,750. This estimate is based on the following calculations:

The elimination of a 3 hour position would result in a cost savings for RCPS of \$6,750 (estimated salary of \$10 per hour x 3 hours per day x 180 days = \$5,400 x 25% benefits = \$6,750).

The computerized system could be a one-time expenditure of \$8,000.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Computerized system	(\$8,000)	\$0	\$0	\$0	\$0
Eliminate 3 hour employee	\$6,750	\$6,750	\$6,750	\$6,750	\$6,750
Total	(\$1,250)	\$6,750	\$6,750	\$6,750	\$6,750

8.3 Student Meal Participation

Rappahannock County Public Schools has a relatively low free/reduced price eligibility rate (28.15 percent), which is below the state average of 33.31 percent. **Exhibit 8-4** shows a comparison between RCPS and its peer divisions, the peer division average, and the state average.

As can be seen from the chart, RCPS has the third highest free/reduced price eligibility rate of the six divisions listed, and although RCPS is under the state rate, it is slightly above the peer division average of 26.77.

**EXHIBIT 8-4
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Rappahannock	997	105	10.53%	59	5.92%	16.45%
Bland	898	203	22.61%	98	10.91%	33.52%
Mathews	1,253	227	18.12%	55	4.39%	22.51%
Middlesex	1,288	355	27.56%	113	8.77%	36.34%
Amelia	1,777	487	27.41%	181	10.19%	37.59%
DIVISION AVERAGE	1,243	275	21.24%	101	8.04%	29.28%

Source: Virginia Department of Education Web site, 2007.

As indicated earlier, not only is the eligibility rate relatively low now, but given the type of families that are moving into Rappahannock County, it is likely to drop even further in the next five to 10 years.

FINDING

Student meal participation is low for RCPS schools.

The RCPS meal prices are equal to or above their peer school divisions as is shown in **Exhibit 8-5** and **Exhibit 8-6**; however, revenues continue to decline because of poor participation.

In reviewing areas that can lead to low participation, the team analyzed meal prices survey results and observed practices in the division.

Meal prices remain the same even though **Exhibit 8-7** shows a decrease in school food revenues each year since 2002, with the exception of 2003-04. However, because the division is experiencing an increase in labor and food costs, it could become necessary to raise meal prices in the future to maintain a break-even operation.

In a survey, teachers were asked to respond to the statement, *the food services department provides nutritious and appealing meals and snacks*. Only 28 percent agreed or strongly agreed while 46 percent disagreed or strongly disagreed. When asked, *The food services department encourages student participation through customer satisfaction surveys*, only 4 percent agreed or strongly agreed while 62 percent disagreed or strongly disagreed. However, when asked to respond to, *Cafeteria staff are helpful and friendly*, 64 percent agreed or strongly agreed while only 12 percent disagreed or strongly disagreed.

Both the elementary and the high school have a closed campus for lunch and the majority of students have the availability to choose a nutritious meal. Though there is a

varied selection of meal choices, MGT observed that many students opted for a single item such as a container of milk, a bottle of water, a sandwich, or a slice of pizza.

**EXHIBIT 8-5
BREAKFAST PRICES AMONG PEER SCHOOL DIVISIONS
2006-07**

SCHOOL DIVISION	ELEMENTARY BREAKFAST	HIGH SCHOOL BREAKFAST	ELEMENTARY REDUCED	HIGH SCHOOL REDUCED
Rappahannock	\$1.00	\$1.50	\$0.30	\$0.30
Mathews	\$1.00	\$1.00	\$0.30	\$0.30
Middlesex	\$1.00	\$1.00	\$0.30	\$0.30
Amelia	\$1.00	\$1.00	\$0.30	\$0.30

Source: VDOE School Meal Prices, October 2007.

Exhibit 8-6 and Exhibit 8-7 compares meal prices among peer school divisions for school year 2006-07 and shows:

- RCPS is equal to peer schools except for high school breakfast; and
- RCPS is highest in lunch among peer schools in both elementary and high schools.

**EXHIBIT 8-6
LUNCH PRICES AMONG PEER SCHOOL DIVISIONS
2006-07**

SCHOOL DIVISIONS	ELEMENTARY LUNCH	HIGH SCHOOL LUNCH	ELEMENTARY REDUCED	HIGH SCHOOL REDUCED
Rappahannock	\$1.50	\$2.00	\$0.40	\$0.40
Mathews	\$1.40	\$1.50	\$0.40	\$0.40
Middlesex	\$1.25	\$1.50	\$0.40	\$0.40
Amelia	\$1.50	\$1.75	\$0.40	\$0.40

Source: VDOE School Meal Prices, October 2007.

Exhibit 8-7 shows the average daily RCPS participation for breakfast and lunch. RCPS elementary school shows an increased student participation in both breakfast and lunch during the last three years while high school lunch participation has declined.

**EXHIBIT 8-7
AVERAGE DAILY PARTICIPATION
BREAKFAST AND LUNCH**

SCHOOL YEAR	RCPS ELEMENTARY		RCPS HIGH SCHOOL	
	Breakfast	Lunch	Breakfast	Lunch
2004-05	80	359	-0-	189
2005-06	83	331	-0-	183
2006-07	136	365	22	170

Source: VDOE SNP Monthly ADP Report, September 2007.

RCPS high school implemented a breakfast program during 2006-07. The lunch program has shown a decrease for the past three years, but with a new salad bar, participation is on the rise.

Exhibit 8-8 shows declining revenues since 2002-03 with the exception of 2003-04.

**EXHIBIT 8-8
SCHOOL FOOD REVENUES
LUNCH, BREAKFAST, ALA CARTE, ADULT MEALS**

2002-03	2003-04	2004-05	2005-06	2006-07
\$355,670	\$394,857	\$360,612	\$356,511	\$350,544

Source: Financial Summary VDOE, September 2007.

A more comprehensive plan is needed to increase student meal participation in the division.

RECOMMENDATION 8-7:

Form a nutrition awareness task force comprised of RCPS students, teachers, parents, and cafeteria managers who, together with vendor participation, need to design a division plan that would help students choose healthier meals and increase reimbursable meal participation.

Maximizing student meal participation could benefit the division by improved learning, better health awareness, and by increased revenue:

- Cash sales of food and federal reimbursements for meals are two significant sources of revenue for school divisions;
- Students who eat nutritional meals can learn more effectively; and
- Students who make healthier food choices could enjoy better weight control.

The implementation of a division-backed program and the additional revenues would be a welcomed help to the food services department in promoting better nutrition for RCPS students.

By eliminating a position, forming a nutrition awareness task force, implementing the proposed central kitchen and a comprehensive computerized electronic food services management system, MGT believes this is the right step in making the food services department a successful, cost effective enterprise operation.

FISCAL IMPACT

This recommendation can be implemented with existing resources (with approximately two to four hours of staff time per meeting) and can achieve better meal participation by students and staff, which in turn will lead to more revenues for food services. MGT estimates that approximately a 10 percent increase in revenues could be reasonable expected. This could result in generating an additional \$25,700 annually for a five-year total of \$128,500.

Recommendation	2008-09	2009-10	2010-11	2011-12	2012-13
Additional Revenues 10% Increase in 2006-07 Sales	\$25,700	\$25,700	\$25,700	\$25,700	\$25,700

Source: Financial Summary VDOE September 2007.

**9.0 SUMMARY OF POTENTIAL
SAVINGS AND COSTS**

9.0 SUMMARY OF POTENTIAL SAVINGS AND COSTS

Based on the analyses of data obtained from interviews with RCPS personnel, parents, and the community at large, RCPS surveys, state and school division documents, and first-hand observations during the division site visit, the MGT team developed 78 recommendations, 18 of which are accompanied by fiscal implications.

As shown below in **Exhibit 9-1**, full implementation of the recommendations in this report would generate a gross savings of \$313,000 over five-year period. Costs over that same period equal \$579,625 with a total one-time cost of \$95,590, to equal net cost of **\$362,215** over a five-year period. It is important to note that many of the recommendations MGT made without specific fiscal impacts are expected to result in a net cost savings to the division, depending on how the division elects to implement them. It is also important to note that costs and savings presented in this report are in 2007-08 dollars and do not reflect increases due to salary or inflation adjustments.

EXHIBIT 9-1 SUMMARY OF ANNUAL SAVINGS (COSTS)

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2008-09	2009-10	2010-11	2011-12	2012-13	
TOTAL SAVINGS	\$62,600	\$62,600	\$62,600	\$62,600	\$62,600	\$313,000
TOTAL (COSTS)	(\$115,925)	(\$115,925)	(\$115,925)	(\$115,925)	(\$115,925)	(\$579,625)
TOTAL NET SAVINGS (COSTS)	(\$53,325)	(\$53,325)	(\$53,325)	(\$53,325)	(\$53,325)	(\$266,625)
ONE-TIME SAVINGS(COSTS)						(\$95,590)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						(\$362,215)

Exhibit 9-2 provides a chapter-by-chapter summary for all costs and savings. It is important to note that only the 18 recommendations with fiscal impacts are identified in this chapter. The remaining 60 recommendations to improve the efficiency and effectiveness of Rappahannock County Public Schools are included in chapters 1 through 8 of this report. A full summary of all 78 recommendations are listed in the executive summary.

MGT recommends that RCPS give each of the recommendations serious consideration and develop plans to proceed with their implementation and a system to monitor subsequent progress.

**EXHIBIT 9-2
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)**

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2008-09	2009-10	2010-11	2011-12	2012-13		
CHAPTER 1: DIVISION ADMINISTRATION								
1-6	Purchase One Four-Drawer, Fire-Rated Lockable File Cabinet	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,300)
1-6	Purchase One Small, Lockable Fire-Rated Safe-Box	\$0	\$0	\$0	\$0	\$0	\$0	(\$70)
1-16	Purchase Two Four-Drawer, Fire-Rated Lockable File Cabinets	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,600)
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$3,970)
CHAPTER 2: FINANCIAL MANAGEMENT								
2-2	Secure Check Stock In Locking File Cabinet	\$0	\$0	\$0	\$0	\$0	\$0	(\$300)
2-12	Develop a Centralized Procurement Process	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$20,000	\$0
2-16	Implement Fixed Asset Tracking Processes	\$0	\$0	\$0	\$0	\$0	\$0	(\$5,000)
2-18	Automate Student Activity Fund Accounting	\$0	\$0	\$0	\$0	\$0	\$0	(\$8,000)
TOTAL SAVINGS/(COSTS)		\$4,000	\$4,000	\$4,000	\$4,000	\$4,000	\$20,000	(\$13,300)
CHAPTER 5: TRANSPORTATION								
5-1	Purchase One Replacement Buses Annually	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$75,000)	(\$375,000)	\$0
5-2	Provide ASE Certification for Mechanics	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$1,200)	(\$6,000)	\$0
5-3	Sell Three Buses	\$0	\$0	\$0	\$0	\$0	\$0	\$6,000
5-3	Reduced Annual Maintenance Costs	\$4,500	\$4,500	\$4,500	\$4,500	\$4,500	\$22,500	\$0
TOTAL SAVINGS/(COSTS)		(\$71,700)	(\$71,700)	(\$71,700)	(\$71,700)	(\$71,700)	(\$358,500)	\$6,000
CHAPTER 6: FACILITY USE AND MANAGEMENT								
6-4	Purchase Materials for Shelving	\$0	\$0	\$0	\$0	\$0	\$0	(\$600)
6-5	Purchase Two Dry Storage Buildings	\$0	\$0	\$0	\$0	\$0	\$0	(\$11,720)
6-6	Purchase Preventative Maintenance Tools	\$0	\$0	\$0	\$0	\$0	\$0	(\$500)
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$12,820)
CHAPTER 7: TECHNOLOGY MANAGEMENT								
7-4	Create, Implement, and Test a Disaster Recovery Plan	\$0	\$0	\$0	\$0	\$0	\$0	(\$45,000)
7-6	Implement Fixed Asset Tracking Processes for Technology	\$0	\$0	\$0	\$0	\$0	\$0	(\$500)
TOTAL SAVINGS/(COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$45,500)

EXHIBIT 9-2 (Continued)
CHAPTER-BY-CHAPTER SUMMARY OF POTENTIAL SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2008-09	2009-10	2010-11	2011-12	2012-13		
CHAPTER 8: FOOD SERVICES								
8-4	5-year preventative maintenance program	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$20,000)	(\$100,000)	\$0
8-5	Delete One Manager Position	\$21,650	\$21,650	\$21,650	\$21,650	\$21,650	\$108,250	\$0
8-5	Create One Assistant Manager Position	(\$19,375)	(\$19,375)	(\$19,375)	(\$19,375)	(\$19,375)	(\$96,875)	\$0
8-5	Purchase Food Warmers	\$0	\$0	\$0	\$0	\$0	\$0	(\$3,000)
8-5	Purchase Used Van	\$0	\$0	\$0	\$0	\$0	\$0	(\$15,000)
8-5	Van Operation	(\$350)	(\$350)	(\$350)	(\$350)	(\$350)	(\$1,750)	\$0
8-6	Computerized system	\$0	\$0	\$0	\$0	\$0	\$0	(\$8,000)
8-6	Delete 3 hour employee	\$6,750	\$6,750	\$6,750	\$6,750	\$6,750	\$33,750	\$0
8-7	Additional Revenues 10% Increase in 2006-07 Sales	\$25,700	\$25,700	\$25,700	\$25,700	\$25,700	\$128,500	\$0
TOTAL SAVINGS/(COSTS)		\$14,375	\$14,375	\$14,375	\$14,375	\$14,375	\$71,875	(\$26,000)
TOTAL SAVINGS		\$62,600	\$62,600	\$62,600	\$62,600	\$62,600	\$313,000	\$6,000
TOTAL (COSTS)		(\$115,925)	(\$115,925)	(\$115,925)	(\$115,925)	(\$115,925)	(\$579,625)	(\$101,590)
NET SAVINGS (COSTS)		(\$53,325)	(\$53,325)	(\$53,325)	(\$53,325)	(\$53,325)	(\$266,625)	(\$95,590)
TOTAL NET SAVINGS (COSTS) LESS ONE TIME SAVINGS (COSTS)							(\$362,215)	

APPENDICES

APPENDIX A:
SURVEY RESULTS

**APPENDIX A
SURVEY RESULTS
RAPPAHANNOCK COUNTY PUBLIC SCHOOLS**

**Total responses for Central Office Administrators = 5
Total responses for Principal/Assistant Principals = 4
Total responses for Teachers = 61**

MGT uses a statistical formula to set an acceptable return rate in order to declare that the survey results are “representative” of the population surveyed. In the case of Rappahannock County Public Schools, response rate for teachers was below this standard.

**EXHIBIT A-1
COMPARISON SURVEY RESPONSES
PART A: OVERALL QUALITY**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. How long have you worked in the district? Five years or less 6-10 years 11-20 years 21 years or more	20% 0 60 20	75% 0 0 25	41% 23 26 10
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	80 0 0 20	100 0 0 0	52 26 13 8
3. Overall quality of public education in our school district is: Excellent or Good Fair or Poor	100 0	100 0	93 7
4. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know	100 0 0 0	100 0 0 0	64 26 5 5
5. Grade given to our school district teachers: Above Average (A or B) Below Average (D or F)	100 0	100 0	84 0
6. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F)	100 0	100 0	73 2
7. Grade given to our school district central office administrators: Above Average (A or B) Below Average (D or F)	100 0	100 0	67 11

*Percentages may add up to over 100% due to rounding.

EXHIBIT A-2
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART B: SCHOOL/DISTRICT CLIMATE

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. I feel that I have the authority to adequately perform my job responsibilities.	80/0	100/0	85/7
2. I am actively looking for a job outside of this school division.	0/80	0/50	15/64
3. I am very satisfied with my job in this school division.	80/0	50/25	66/10
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	60/0	50/50	53/17
5. This school district's officials enforce high work standards.	80/20	100/0	69/13
6. Workload is evenly distributed.	60/20	100/0	41/34
7. I feel that my work is appreciated by my supervisor(s).	100/0	75/0	64/13
8. Teachers who do not meet expected work standards are disciplined.	40/20	50/0	10/44
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	40/20	50/0	7/44
10. I feel that I am an integral part of this school division team.	100/0	100/0	67/7

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

EXHIBIT A-3
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C1: DISTRICT ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers and administrators in our district have excellent working relationships.	80/0	75/0	61/15
2. Most administrative practices in our school district are highly effective and efficient.	60/0	50/0	49/22
3. Administrative decisions are made promptly and decisively.	80/20	50/25	47/20
4. Central Office Administrators are easily accessible and open to input.	80/0	100/0	57/23
5. Authority for administrative decisions is delegated to the lowest possible level.	40/20	100/0	23/34
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	80/0	100/0	59/22
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	80/0	100/0	54/19
8. Our school district has too many committees.	20/60	0/100	34/34
9. Our school district has too many layers of administrators.	0/100	0/100	8/73
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	60/0	50/0	62/12
11. Central office administrators are responsive to school needs.	100/0	100/0	55/13
12. School-based personnel play an important role in making decisions that affect schools in our school district.	60/0	100/0	51/13

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

EXHIBIT A-4
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART C2: DISTRICT ORGANIZATION

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Board of Education members' knowledge of the educational needs of students in this school division.	100/0	75/0	56/29
2. Board of Education members' knowledge of operations in this school division.	100/0	75/0	54/28
3. Board of Education members' work at setting or revising policies for this school division.	100/0	50/0	44/33
4. The School Division Superintendent's work as the educational leader of this school division.	80/20	100/0	74/22
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	80/20	100/0	72/23
6. Principals' work as the instructional leaders of their schools.	80/20	100/0	77/18
7. Principals' work as the managers of the staff and teachers.	60/20	100/0	72/23

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

EXHIBIT A-5
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The emphasis on learning in this school district has increased in recent years.	80/0	75/0	68/5
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	60/20	100/0	54/26
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	80/0	75/25	66/16
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	80/0	100/0	71/16
5. Lessons are organized to meet students' needs.	60/0	100/0	80/2
6. The curriculum is broad and challenging for most students.	80/0	100/0	63/10
7. Teachers in our schools know the material they teach.	60/0	75/0	79/2
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	80/0	75/0	75/2
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	80/0	100/0	50/23
10. Our district provides curriculum guides for all grades and subject areas.	60/0	75/25	50/25
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	40/0	100/0	64/5
12. Our district has effective educational programs for the following:			
a) Reading and Language Arts	100/0	75/0	79/5
b) Writing	80/0	75/0	69/3
c) Mathematics	80/0	75/0	64/13
d) Science	100/0	100/0	76/3
e) Social Studies (history or geography)	100/0	100/0	81/3

EXHIBIT A-5 (Continued)
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
f) Foreign Language	80/0	100/0	70/8
g) Basic Computer Instruction	100/0	100/0	69/5
h) Advanced Computer Instruction	80/0	50/50	43/22
i) Music, Art, Drama, and other Fine Arts	100/0	75/0	63/13
j) Physical Education	100/0	100/0	69/15
k) Career and Technical (Vocational) Education	100/0	50/25	54/10
l) Business Education	100/0	25/50	41/17
13. The district has effective programs for the following:			
a) Special Education	100/0	100/0	75/13
b) Literacy Program	60/0	50/25	44/10
c) Advanced Placement Program	60/0	50/0	64/2
d) Drop-out Prevention Program	80/0	75/0	39/4
e) Summer School Programs	60/0	50/25	21/36
f) Honors and Gifted Education	60/0	75/0	49/10
g) Alternative Education Programs	80/0	75/0	27/22
h) Career Counseling Program	60/0	50/25	47/10
i) College Counseling Program	80/0	75/0	76/2
14. The students-to-teacher ratio is reasonable.	100/0	100/0	93/2
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	80/0	100/0	82/0
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	80/0	100/0	62/12
17. There is generally cooperation and collaboration regarding special education issues in our school division.	60/0	100/0	61/13
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	80/0	100/0	58/10
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	60/0	25/25	23/18
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	40/0	25/0	9/12
21. The school division adequately identifies students who are English language learners.	20/0	75/0	17/13
22. The school division provides appropriate and mandated assessments for English language learners.	0/0	25/0	9/17
23. The school division provides documents to parents in their native language.	0/0	25/0	9/21
24. The school division provides adequate translation services.	20/0	25/0	9/28

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

**EXHIBIT A-6
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Teachers' work in meeting students' individual learning needs.	60/20	100/0	82/17
2. Teachers' work in communicating with parents/guardians.	60/20	75/25	90/7
3. How well students' test results are explained to parents/guardians.	40/40	25/75	73/15
4. The amount of time students spend on task learning in the classroom.	60/20	100/0	88/7

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

**EXHIBIT A-7
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Salary levels in this school district are competitive.	40/40	0/75	11/66
2. Our district has an effective employee recognition program.	20/0	0/0	11/57
3. Our district has an effective process for staffing critical shortage areas of teachers.	60/0	25/50	7/51
4. My supervisor evaluates my job performance annually.	80/0	75/0	77/12
5. Our district offers incentives for professional advancement.	40/20	50/0	43/29
6. I know who to contact in the central office to assist me with professional development.	100/0	100/0	87/5
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	100/0	92/3
8. My salary level is adequate for my level of work and experience.	20/40	75/0	22/59
9. Our district has an effective teacher recruitment plan.	80/0	50/25	13/41
10. I have a professional growth plan that addresses areas identified for my professional growth.	40/0	50/25	62/21

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

**EXHIBIT 8
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART E2: HUMAN RESOURCES**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Staff development opportunities provided by this school division for teachers.	60/20	100/0	44/56
2. Staff development opportunities provided by this school division for school administrators.	60/20	50/25	10/15
3. Staff development opportunities provided by this school division for support staff.	60/20	50/50	16/29

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

**EXHIBIT A-9
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART F: FACILITIES MANAGEMENT**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school buildings provide a healthy environment in which to teach.	100/0	100/0	64/13
2. Our schools have sufficient space and facilities to support the instructional programs.	80/0	50/25	45/39
3. Our facilities are clean.	100/0	100/0	74/7
4. Our facilities are well maintained.	100/0	75/25	53/26
5. Our district plans facilities in advance to support growing enrollment.	40/0	25/0	28/38
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	40/20	50/0	43/23
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	100/0	100/0	59/13

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

EXHIBIT A-10
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Funds are managed wisely to support education in this school district.	100/0	100/0	59/11
2. The budgeting process effectively involves administrators and staff.	80/0	75/0	39/16
3. School administrators are adequately trained in fiscal management techniques.	40/0	50/0	21/9
4. My school allocates financial resources equitably and fairly.	60/0	75/0	35/19
5. The purchasing department provides me with what I need.	80/0	75/0	62/18
6. The purchasing process is easy.	80/0	75/0	59/23
7. Textbooks are distributed to students in a timely manner.	20/0	100/0	75/3
8. The books and resources in the school library adequately meet the needs of students.	0/0	100/0	52/16

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

EXHIBIT A-11
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/80	0/100	4/89
2. The district has a simple method of requesting buses for special events and trips.	60/0	75/25	71/9
3. Bus drivers maintain adequate discipline on the buses.	80/0	75/0	54/6
4. Buses are clean.	80/0	75/0	67/2
5. Buses arrive early enough for students to eat breakfast at school.	60/0	100/0	59/14
6. Buses are safe.	80/0	100/0	70/3

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

**EXHIBIT A-12
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our school district provides adequate technology-related staff development.	80/0	100/0	74/13
2. Our school district requests input on the long-range technology plan.	80/0	75/0	34/25
3. Our school district provides adequate technical support.	60/20	75/25	55/36
4. I have adequate equipment and computer support to conduct my work.	80/0	75/0	48/33
5. Administrative computer systems are easy to use.	60/0	100/0	55/16
6. Technology is effectively integrated into the curriculum in our district.	40/0	75/0	50/27

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

**EXHIBIT A-13
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The school division's job of providing adequate instructional technology.	40/40	100/0	59/38
2. The school division's use of technology for administrative purposes.	80/0	75/25	48/41

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

**EXHIBIT A-14
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART J: FOOD SERVICES**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. The food services department provides nutritious and appealing meals and snacks.	100/0	100/0	28/46
2. The food services department encourages student participation through customer satisfaction surveys.	20/40	0/50	4/62
3. Cafeteria staff are helpful and friendly.	100/0	75/0	64/12
4. Cafeteria facilities are clean and neat.	100/0	100/0	80/5
5. Parents/guardians are informed about the menus.	100/0	100/0	79/4

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

**EXHIBIT A-15
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART K: SAFETY AND SECURITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Our schools are safe and secure from crime.	100/0	100/0	87/5
2. Our schools effectively handle misbehavior problems.	60/20	100/0	59/23
3. There is administrative support for managing student behavior in our schools.	80/20	100/0	72/13
4. If there were an emergency in my school/office, I would know how to respond appropriately.	100/0	100/0	88/2
5. Our district has a problem with gangs.	0/100	0/100	0/94
6. Our district has a problem with drugs, including alcohol.	20/60	25/50	23/42
7. Our district has a problem with vandalism.	20/60	0/75	11/58
8. Our school enforces a strict campus access policy.	60/0	75/25	48/29

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

**EXHIBIT A-16
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	40/0	50/0	39/31
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	40/20	75/0	79/3
3. Most parents/guardians seem to know what goes on in our schools.	60/0	100/0	69/15
4. Parents/guardians play an active role in decision making in our schools.	40/20	50/0	36/17
5. This community really cares about its children's education.	40/0	75/0	72/15
6. Our district works with local businesses and groups in the community to help improve education.	80/0	100/0	60/11
7. Parents/guardians receive regular communications from the district.	100/0	100/0	90/0
8. Our school facilities are available for community use.	100/0	100/0	91/0

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

**EXHIBIT A-17
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%G + E) / (%F + P) ¹		
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	60/0	75/25	52/46
2. Parent/Guardians/guardians' participation in school activities and organizations.	80/0	100/0	46/51
3. How well relations are maintained with various groups in the community.	80/0	100/0	64/27

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

**EXHIBIT A-18
COMPARISON OF RESPONSES WITHIN THE DISTRICT
PART M: SCHOOL DISTRICT OPERATIONS**

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	%(NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹	/	%(ADEQUATE + OUTSTANDING) ¹
	CENTRAL OFFICE ADMINISTRATOR	PRINCIPAL/ ASSISTANT PRINCIPAL	TEACHER
a. Budgeting	20/60	0/75	46/37
b. Strategic planning	0/60	50/50	32/47
c. Curriculum planning	20/40	50/50	29/60
d. Financial management and accounting	0/80	0/75	12/63
e. Grants administration	0/60	25/50	21/42
f. Community relations	0/60	0/100	30/61
g. Program evaluation, research, and assessment	20/40	0/75	39/39
h. Instructional technology	20/40	25/75	48/50
i. Administrative technology	0/60	25/75	35/42
j. Internal Communication	20/60	25/75	49/49
k. Instructional support	20/40	0/100	45/54
l. Coordination of Federal Programs (e.g., Title I, Special Education)	0/80	0/100	22/46
m. Personnel recruitment	0/60	25/75	49/31
n. Personnel selection	0/80	25/75	45/41
o. Personnel evaluation	20/80	25/75	42/51
p. Staff development	20/80	25/75	58/41
q. Data processing	20/40	50/50	21/36
r. Purchasing	0/60	0/75	20/59
s. Safety and security	0/80	0/100	25/73
t. Plant maintenance	20/40	50/25	41/46
u. Facilities planning	0/60	0/75	27/42
v. Transportation	0/100	0/75	8/80
w. Food service	0/100	0/100	54/39
x. Custodial services	0/100	25/75	22/74
y. Risk management	0/60	0/75	14/48

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

**EXHIBIT A-19
COMPARISON OF RESPONSES WITH OTHER DISTRICTS**

STATEMENT	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. How long have you worked in the district? Five years or less 6-10 years 11-20 years 21 years or more	20% 0 60 20	N/A	75% 0 0 25	N/A	41% 23 26 10	N/A
2. How long have you been in your current position? Five years or less 6-10 years 11-20 years 21 years or more	80 0 0 20	N/A	100 0 0 0	N/A	52 26 13 8	N/A
3. Overall quality of public education in our school district is: Good or Excellent Fair or Poor	100 0	85 14	100 0	89 11	93 7	74 25
4. Overall quality of education in our school district is: Improving Staying the Same Getting Worse Don't Know	100 0 0 0	69 20 2 3	100 0 0 0	78 15 7 1	64 26 5 5	53 27 16 4
5. Grade given to our school district Above Average (A or B) Below Average (D or F)	100 0	78 1	100 0	85 1	84 0	83 1
6. Grade given to our school district school level administrators: Above Average (A or B) Below Average (D or F)	100 0	76 3	100 0	91 1	73 2	59 11
7. Grade given to our school district Above Average (A or B) Below Average (D or F)	100 0	76 5	100 0	73 7	67 11	44 21

*Percentages may add up to over 100 percent due to rounding.

**EXHIBIT A-20
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART B: SCHOOL/DISTRICT CLIMATE**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. I feel that I have the authority to adequately perform my job responsibilities.	80/0	79/15	100/0	80/13	85/7	81/12
2. I am actively looking for a job outside of this school division.	0/80	8/78	0/50	8/78	15/64	11/74
3. I am very satisfied with my job in this school division.	80/0	77/12	50/25	83/8	66/10	70/15
4. The work standards and expectations in this school district are equal to or above those of most other school districts.	60/0	75/7	50/50	83/6	53/17	63/14
5. This school district's officials enforce high work standards.	80/20	73/12	100/0	81/9	69/13	63/15
6. Workload is evenly distributed.	60/20	32/46	100/0	45/35	41/34	36/43
7. I feel that my work is appreciated by my supervisor(s).	100/0	75/13	75/0	74/15	64/13	65/21
8. Teachers who do not meet expected work standards are disciplined.	40/20	26/33	50/0	48/31	10/44	25/39
9. Staff (excluding teachers) who do not meet expected work standards are disciplined.	40/20	37/34	50/0	54/25	7/44	23/36
10. I feel that I am an integral part of this school division team.	100/0	74/11	100/0	74/12	67/7	59/20

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

**EXHIBIT A-21
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART C1: DISTRICT ORGANIZATION**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Teachers and administrators in our district have excellent working relationships.	80/0	54/14	75/0	76/7	61/15	45/26
2. Most administrative practices in our school district are highly effective and efficient.	60/0	54/23	50/0	69/18	49/22	34/36
3. Administrative decisions are made promptly and decisively.	80/20	44/33	50/25	62/21	47/20	36/36
4. Central Office Administrators are easily accessible and open to input.	80/0	65/18	100/0	71/15	57/23	39/35
5. Authority for administrative decisions is delegated to the lowest possible level.	40/20	28/44	100/0	36/38	23/34	15/29
6. Teachers and staff are empowered with sufficient authority to perform their responsibilities effectively.	80/0	52/18	100/0	77/12	59/22	55/27
7. The extensive committee structure in our school district ensures adequate input from teachers and staff on most important decisions.	80/0	50/20	100/0	60/21	54/19	29/39
8. Our school district has too many committees.	20/60	37/32	0/100	35/34	34/34	43/13

EXHIBIT A-21 (Continued)
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART C1: DISTRICT ORGANIZATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
9. Our school district has too many layers of administrators.	0/100	19/64	0/100	27/57	8/73	53/15
10. Most of district administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient.	60/0	54/25	50/0	57/26	62/12	35/28
11. Central office administrators are responsive to school needs.	100/0	76/8	100/0	65/20	55/13	27/34
12. School-based personnel play an important role in making decisions that affect schools in our school district.	60/0	48/23	100/0	61/24	51/13	35/33

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

EXHIBIT A-22
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART C2: DISTRICT ORGANIZATION

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in this school division.	100/0	40/51	75/0	39/57	56/29	24/64
2. Board of Education members' knowledge of operations in this school division.	100/0	36/58	75/0	41/56	54/28	29/55
3. Board of Education members' work at setting or revising policies for this school division.	100/0	44/48	50/0	50/47	44/33	27/58
4. The School Division Superintendent's work as the educational leader of this school division.	80/20	78/18	100/0	81/17	74/22	49/40
5. The School Division Superintendent's work as the chief administrator (manager) of this school division.	80/20	77/20	100/0	81/17	72/23	50/38
6. Principals' work as the instructional leaders of their schools.	80/20	70/29	100/0	89/11	77/18	63/36
7. Principals' work as the managers of the staff and teachers.	60/20	74/25	100/0	94/6	72/23	67/32

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

EXHIBIT A-23
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The emphasis on learning in this school district has increased in recent years.	80/0	83/6	75/0	89/4	68/5	71/13
2. Sufficient student services are provided in this school district (e.g., counseling, speech therapy, health).	60/20	57/26	100/0	56/36	54/26	53/34
3. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	80/0	63/17	75/25	75/14	66/16	54/31
4. I know who to contact in the central office to assist me with curriculum and instruction matters.	80/0	N/A	100/0	N/A	71/16	N/A
5. Lessons are organized to meet students' needs.	60/0	56/10	100/0	86/6	80/2	79/9
6. The curriculum is broad and challenging for most students.	80/0	70/8	100/0	86/7	63/10	77/11
7. Teachers in our schools know the material they teach.	60/0	69/6	75/0	90/4	79/2	88/4
8. Teachers and staff are given opportunities to participate in the textbook and material adoption processes.	80/0	N/A	75/0	N/A	75/2	N/A
9. Teachers have adequate supplies and equipment needed to perform their jobs effectively.	80/0	N/A	100/0	N/A	50/23	N/A
10. Our district provides curriculum guides for all grades and subject areas.	60/0	N/A	75/25	N/A	50/25	N/A
11. Our district uses the results of benchmark tests to monitor student performance and identify performance gaps.	40/0	N/A	100/0	N/A	64/5	N/A
12. Our district has effective educational programs for the following:						
a. Reading and Language Arts	100/0	N/A	75/0	N/A	79/5	N/A
b. Writing	80/0	N/A	75/0	N/A	69/3	N/A
c. Mathematics	80/0	N/A	75/0	N/A	64/13	N/A
d. Science	100/0	N/A	100/0	N/A	76/3	N/A
e. Social Studies (history or geography)	100/0	N/A	100/0	N/A	81/3	N/A
f. Foreign Language	80/0	N/A	100/0	N/A	70/8	N/A
g. Basic Computer Instruction	100/0	N/A	100/0	N/A	69/5	N/A
h. Advanced Computer Instruction	80/0	N/A	50/50	N/A	43/22	N/A
i. Music, Art, Drama, and other Fine Arts	100/0	N/A	75/0	N/A	63/13	N/A
j. Physical Education	100/0	N/A	100/0	N/A	69/15	N/A
k. Career and Technical (Vocational) Education	100/0	N/A	50/25	N/A	54/10	N/A
l. Business Education	100/0	N/A	25/50	N/A	41/17	N/A
13. The district has effective programs for the following:						
a. Special Education	100/0	N/A	100/0	N/A	75/13	N/A

EXHIBIT A-23 (Continued)
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART D1: CURRICULUM AND INSTRUCTION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
b. Literacy Program	60/0	N/A	50/25	N/A	44/10	N/A
c. Advanced Placement Program	60/0	N/A	50/0	N/A	64/2	N/A
d. Drop-out Prevention Program	80/0	N/A	75/0	N/A	39/4	N/A
e. Summer School Programs	60/0	N/A	50/25	N/A	21/36	N/A
f. Honors and Gifted Education	60/0	N/A	75/0	N/A	49/10	N/A
g. Alternative Education Programs	80/0	N/A	75/0	N/A	27/22	N/A
h. Career Counseling Program	60/0	N/A	50/25	N/A	47/10	N/A
i. College Counseling Program	80/0	N/A	75/0	N/A	76/2	N/A
14. The students-to-teacher ratio is reasonable.	100/0	N/A	100/0	N/A	93/2	N/A
15. Our district provides a high quality education that meets or exceeds state and federal mandates.	80/0	N/A	100/0	N/A	82/0	N/A
16. The school division adequately implements policies and procedures for the administration and coordination of special education.	80/0	N/A	100/0	N/A	62/12	N/A
17. There is generally cooperation and collaboration regarding special education issues in our school division.	60/0	N/A	100/0	N/A	61/13	N/A
18. The evaluation and eligibility determination process for special education is timely and comprehensive.	80/0	N/A	100/0	N/A	58/10	N/A
19. Special education teachers receive adequate staff development in cooperative planning and instruction.	60/0	N/A	25/25	N/A	23/18	N/A
20. The school division adequately implements policies and procedures for the administration and coordination of the English Language Learner Program	40/0	N/A	25/0	N/A	9/12	N/A
21. The school division adequately identifies students who are English language learners.	20/0	N/A	75/0	N/A	17/13	N/A
22. The school division provides appropriate and mandated assessments for English language learners.	0/0	N/A	25/0	N/A	9/17	N/A
23. The school division provides documents to parents in their native language.	0/0	N/A	25/0	N/A	9/21	N/A
24. The school division provides adequate translation services.	20/0	N/A	25/0	N/A	9/28	N/A

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

**EXHIBIT A-24
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART D2: CURRICULUM AND INSTRUCTION**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Teachers' work in meeting students' individual learning needs.	60/20	62/32	100/0	80/20	82/17	79/20
2. Teachers' work in communicating with parents/guardians.	60/20	49/41	75/25	68/32	90/7	75/24
3. How well students' test results are explained to parents/guardians.	40/40	36/44	25/75	51/47	73/15	38/52
4. The amount of time students spend on task learning in the classroom.	60/20	49/34	100/0	72/27	88/7	60/37

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

**EXHIBIT A-25
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART E1: HUMAN RESOURCES**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Salary levels in this school district are competitive.	40/40	45/40	0/75	40/48	11/66	33/53
2. Our district has an effective employee recognition program.	20/0	N/A	0/0	N/A	11/57	N/A
3. Our district has an effective process for staffing critical shortage areas of teachers.	60/0	N/A	25/50	N/A	7/51	N/A
4. My supervisor evaluates my job performance annually.	80/0	N/A	75/0	N/A	77/12	N/A
5. Our district offers incentives for professional advancement.	40/20	N/A	50/0	N/A	43/29	N/A
6. I know who to contact in the central office to assist me with professional development.	100/0	N/A	100/0	N/A	87/5	N/A
7. I know who to contact in the central office to assist me with human resources matters such as licensure, promotion opportunities, employee benefits, etc	100/0	N/A	100/0	N/A	92/3	N/A
8. My salary level is adequate for my level of work and experience.	20/40	42/45	75/0	32/58	22/59	20/69
9. Our district has an effective teacher recruitment plan.	80/0	N/A	50/25	N/A	13/41	N/A
10. I have a professional growth plan that addresses areas identified for my professional growth.	40/0	N/A	50/25	N/A	62/21	N/A

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

EXHIBIT A-26
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART E2: HUMAN RESOURCES

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Staff development opportunities provided by this school division for teachers.	60/20	N/A	100/0	N/A	44/56	N/A
2. Staff development opportunities provided by this school division for school administrators.	60/20	N/A	50/25	N/A	10/15	N/A
3. Staff development opportunities provided by this school division for support staff.	60/20	N/A	50/50	N/A	16/29	N/A

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

EXHIBIT A-27
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART F: FACILITIES MANAGEMENT

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our school buildings provide a healthy environment in which to teach.	100/0	N/A	100/0	N/A	64/13	N/A
2. Our schools have sufficient space and facilities to support the instructional programs.	80/0	26/62	50/25	30/59	45/39	28/62
3. Our facilities are clean.	100/0	70/30	100/0	65/34	74/7	52/47
4. Our facilities are well maintained.	100/0	70/30	75/25	65/34	53/26	52/47
5. Our district plans facilities in advance to support growing enrollment.	40/0	N/A	25/0	N/A	28/38	N/A
6. Parents, citizens, students, faculty, and staff have opportunities to provide input into facility planning.	40/20	N/A	50/0	N/A	43/23	N/A
7. Our school buildings and grounds are free of hazards that can cause accidental injury.	100/0	N/A	100/0	N/A	59/13	N/A

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

EXHIBIT A-28
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART G: FINANCIAL MANAGEMENT/PURCHASING AND WAREHOUSING

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Funds are managed wisely to support education in this school district.	100/0	68/18	100/0	67/19	59/11	28/46
2. The budgeting process effectively involves administrators and staff.	80/0	N/A	75/0	N/A	39/16	N/A
3. School administrators are adequately trained in fiscal management techniques.	40/0	N/A	50/0	N/A	21/9	N/A
4. My school allocates financial resources equitably and fairly.	60/0	N/A	75/0	N/A	35/19	N/A
5. The purchasing department provides me with what I need.	80/0	N/A	75/0	N/A	62/18	N/A
6. The purchasing process is easy.	80/0	N/A	75/0	N/A	59/23	N/A
7. Textbooks are distributed to students in a timely manner.	20/0	N/A	100/0	N/A	75/3	N/A
8. The books and resources in the school library adequately meet the needs of students.	0/0	N/A	100/0	N/A	52/16	N/A

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

EXHIBIT A-29
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART H: TRANSPORTATION

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Students are often late arriving at or departing from school because the buses do not arrive at school on time.	0/80	8/55	0/100	18/68	4/89	17/60
2. The district has a simple method of requesting buses for special events and trips.	60/0	N/A	75/25	N/A	71/9	N/A
3. Bus drivers maintain adequate discipline on the buses.	80/0	N/A	75/0	N/A	54/6	N/A
4. Buses are clean.	80/0	N/A	75/0	N/A	67/2	N/A
5. Buses arrive early enough for students to eat breakfast at school.	60/0	N/A	100/0	N/A	59/14	N/A
6. Buses are safe.	80/0	N/A	100/0	N/A	70/3	N/A

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

**EXHIBIT A-30
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART I1: TECHNOLOGY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our school district provides adequate technology-related staff development.	80/0	N/A	100/0	N/A	74/13	N/A
2. Our school district requests input on the long-range technology plan.	80/0	N/A	75/0	N/A	34/25	N/A
3. Our school district provides adequate technical support.	60/20	N/A	75/25	N/A	55/36	N/A
4. I have adequate equipment and computer support to conduct my work.	80/0	70/22	75/0	74/19	48/33	54/36
5. Administrative computer systems are easy to use.	60/0	N/A	100/0	N/A	55/16	N/A
6. Technology is effectively integrated into the curriculum in our district.	40/0	N/A	75/0	N/A	50/27	N/A

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

**EXHIBIT A-31
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART I2: TECHNOLOGY**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The school division's job of providing adequate instructional technology.	40/40	54/43	100/0	46/52	59/38	47/51
2. The school division's use of technology for administrative purposes.	80/0	53/46	75/25	54/45	48/41	45/31

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

EXHIBIT A-32
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART J: FOOD SERVICES

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. The food services department provides nutritious and appealing meals and snacks.	100/0	62/14	100/0	58/26	28/46	43/34
2. The food services department encourages student participation through customer satisfaction surveys.	20/40	N/A	0/50	N/A	4/62	N/A
3. Cafeteria staff are helpful and friendly.	100/0	N/A	75/0	N/A	64/12	N/A
4. Cafeteria facilities are clean and neat.	100/0	N/A	100/0	N/A	80/5	N/A
5. Parents/guardians are informed about the menus.	100/0	N/A	100/0	N/A	79/4	N/A

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

EXHIBIT A-33
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART K: SAFETY AND SECURITY

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Our schools are safe and secure from crime.	100/0	66/16	100/0	81/9	87/5	53/28
2. Our schools effectively handle misbehavior problems.	60/20	54/24	100/0	74/14	59/23	37/48
3. There is administrative support for managing student behavior in our schools.	80/20	69/12	100/0	89/6	72/13	55/29
4. If there were an emergency in my school/office, I would know how to respond appropriately.	100/0	78/7	100/0	96/2	88/2	87/7
5. Our district has a problem with gangs.	0/100	N/A	0/100	N/A	0/94	N/A
6. Our district has a problem with drugs, including alcohol.	20/60	N/A	25/50	N/A	23/42	N/A
7. Our district has a problem with vandalism.	20/60	N/A	0/75	N/A	11/58	N/A
8. Our school enforces a strict campus access policy.	60/0	N/A	75/25	N/A	48/29	N/A

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

**EXHIBIT A-34
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART L1: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%A + SA) / (%D + SD) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. In general, parents/guardians take responsibility for their children's behavior in our schools.	40/0	42/34	50/0	51/31	39/31	27/53
2. Parents/guardians in this school district are satisfied with the education their children are receiving.	40/20	57/16	75/0	73/9	79/3	53/14
3. Most parents/guardians seem to know what goes on in our schools.	60/0	36/38	100/0	43/36	69/15	29/50
4. Parents/guardians play an active role in decision making in our schools.	40/20	35/24	50/0	60/20	36/17	36/38
5. This community really cares about its children's education.	40/0	63/15	75/0	72/14	72/15	49/27
6. Our district works with local businesses and groups in the community to help improve education.	80/0	N/A	100/0	N/A	60/11	N/A
7. Parents/guardians receive regular communications from the district.	100/0	N/A	100/0	N/A	90/0	N/A
8. Our school facilities are available for community use.	100/0	N/A	100/0	N/A	91/0	N/A

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

**EXHIBIT A-35
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART L2: PARENTS/GUARDIANS AND THE COMMUNITY**

STATEMENT	(%G + E) / (%F + P) ¹					
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
1. Parent/Guardians/guardians' efforts in helping their children to do better in school.	60/0	29/56	75/25	35/64	52/46	21/76
2. Parent/Guardians/guardians' participation in school activities and organizations.	80/0	27/59	100/0	33/66	46/51	23/75
3. How well relations are maintained with various groups in the community.	80/0	60/35	100/0	66/32	64/27	43/44

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

EXHIBIT A-36
COMPARISON OF RESPONSES WITH OTHER DISTRICTS
PART M: SCHOOL DISTRICT OPERATIONS

SCHOOL DISTRICT PROGRAMS AND FUNCTIONS	% (NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT) ¹		/		% (ADEQUATE + OUTSTANDING) ¹	
	CENTRAL OFFICE ADMINISTRATOR	CENTRAL OFFICE ADMINISTRATOR IN OTHER DISTRICTS	PRINCIPAL/ ASSISTANT PRINCIPAL	PRINCIPAL/ ASSISTANT PRINCIPAL IN OTHER DISTRICTS	TEACHER	TEACHER IN OTHER DISTRICTS
a. Budgeting	20/60	47/45	0/75	49/48	46/37	65/16
b. Strategic planning	0/60	44/42	50/50	38/53	32/47	47/24
c. Curriculum planning	20/40	30/50	50/50	40/59	29/60	52/41
d. Financial management and accounting	0/80	36/53	0/75	35/60	12/63	49/23
e. Grants administration	0/60	24/49	25/50	34/49	21/42	53/38
f. Community relations	0/60	39/53	0/100	37/61	30/61	42/38
g. Program evaluation, research, and assessment	20/40	34/50	0/75	32/65	39/39	53/40
h. Instructional technology	20/40	48/41	25/75	60/39	48/50	65/16
i. Administrative technology	0/60	42/49	25/75	48/49	35/42	24/34
j. Internal Communication	20/60	N/A	25/75	N/A	49/49	N/A
k. Instructional support	20/40	32/51	0/100	48/49	45/54	48/45
l. Coordination of Federal Programs (e.g., Title I, Special Education)	0/80	24/52	0/100	32/57	22/46	36/40
m. Personnel recruitment	0/60	47/42	25/75	47/48	49/31	40/35
n. Personnel selection	0/80	46/48	25/75	41/57	45/41	42/37
o. Personnel evaluation	20/80	47/49	25/75	40/58	42/51	41/48
p. Staff development	20/80	48/49	25/75	43/57	58/41	42/52
q. Data processing	20/40	38/45	50/50	39/51	21/36	21/34
r. Purchasing	0/60	34/53	0/75	37/58	20/59	33/30
s. Safety and security	0/80	26/61	0/100	29/67	25/73	40/46
t. Plant maintenance	20/40	43/48	50/25	55/43	41/46	41/37
u. Facilities planning	0/60	38/48	0/75	51/43	27/42	41/28
v. Transportation	0/100	21/65	0/75	43/54	8/80	32/46
w. Food service	0/100	18/67	0/100	35/65	54/39	41/47
x. Custodial services	0/100	37/54	25/75	47/52	22/74	44/49
y. Risk management	0/60	20/54	0/75	23/63	14/48	22/32

¹Percentage responding *needs some improvement* or *needs major improvement* / Percentage responding *adequate* or *outstanding*. The *neutral* and *don't know* responses are omitted.

APPENDIX B:
PEER COMPARISON DATA

APPENDIX B
PEER COMPARISON DATA

Exhibits B-1 through **B-17** illustrate how the comparison school divisions compare to Rappahannock County Public Schools in terms of enrollment, demographics, staffing, and funding for the most current school year available from the Virginia Department of Education's Web site.

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

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENTAGE STUDENTS WITH DISABILITIES	PERCENTAGE ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Rappahannock	2	995	142.5	14.9%	18.7%	2
Bland	2	896	130.4	15.6%	35.0%	4
Mathews	2	1255	136.3	18.2%	23.1%	3
Middlesex	2	1337	134.6	16.5%	36.3%	3
Amelia	2	1768	155.1	15.3%	36.7%	3
DIVISION AVERAGE	n/a	1,250	139.78	16.1%	29.96%	3

Source: Virginia Department of Education Web site, 2007, United States Census Bureau, 2000 Census Data, www.schoolmatters.com.

**EXHIBIT B-2
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TOTAL TEACHERS PER 1,000 STUDENTS*	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES K-7**	RATIO OF PUPILS TO CLASSROOM TEACHING POSITIONS FOR GRADES 8-12
Rappahannock	86.38	11.2	10.9
Bland	90.07	10.9	9.9
Mathews	80.74	11.4	12.0
Middlesex	87.04	10.9	11.1
Amelia	95.16	10.8	8.9
DIVISION AVERAGE	87.88	11.0	10.6

Source: 2006 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2007.

*Ratios based on End-of-Year enrollments.

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

**EXHIBIT B-3
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	STATE SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	CITY, TOWN, AND COUNTY FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.	ALL SOURCES
Rappahannock	7.5%	14.6%	4.4%	49.7%	2.9%	20.8%	14,482,236.81
Bland	9.6%	55.9%	8.0%	23.7%	1.9%	0.9%	7,944,390.36
Mathews	8.7%	36.4%	6.1%	48.3%	0.4%	0.0%	12,512,377.99
Middlesex	9.6%	32.0%	7.7%	47.3%	3.3%	0.0%	12,583,251.92
Amelia	10.5%	49.7%	10.3%	28.5%	0.9%	0.0%	14,877,082.00
DIVISION AVERAGE	9.2%	37.8%	7.3%	39.5%	1.9%	4.3%	12,479,867.82

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

¹ Includes funds from private sources, food service receipts, transportation revenues, the sale of assets and supplies, rebates and refunds, and receipts from other agencies. ² Represents the total amount of beginning-year balances as reported by school divisions and regional programs on the Annual School Report Financial Section. ³ Represents proceeds from Literary Fund loans, the sale of bonds, and interest earned on bank notes and/or investments.

**EXHIBIT B-4
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2005-06 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ²
Rappahannock	\$7,915	\$455
Bland	\$6,230	\$394
Mathews	\$6,263	\$362
Middlesex	\$6,245	\$269
Amelia	\$5,791	\$349
DIVISION AVERAGE	\$6,489	\$366

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

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

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

**EXHIBIT B-5
STAFF PER 1,000 STUDENTS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR***

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHERS PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Rappahannock	1,007.83	3.97	86.38	0.00	23.81	4.96
Bland	883.74	4.53	90.07	0.00	16.97	4.53
Mathews	1,243.12	4.02	80.74	0.80	37.00	5.63
Middlesex	1,264.91	3.95	87.04	0.00	22.22	5.38
Amelia	1,749.70	5.72	95.16	0.00	28.00	5.43
DIVISION AVERAGE	1,229.86	4.44	87.88	0.16	25.60	5.19

Source: Virginia Department of Education Web site, 2007.

*Ratios based on ADM.

**EXHIBIT B-6
ADMINISTRATIVE AND CLERICAL PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	INSTRUCTION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT	OTHER PROFESSIONAL
Rappahannock	2.00	7.00	0.00	1.00
Bland	2.00	5.00	0.00	0.00
Mathews	3.10	12.95	0.00	0.00
Middlesex	3.00	10.55	1.00	0.00
Amelia	3.25	14.05	0.25	0.00
DIVISION AVERAGE	2.67	9.91	0.25	0.20

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

**EXHIBIT B-7
ADMINISTRATIVE, ATTENDANCE AND HEALTH PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ADMINISTRATION, ATTENDANCE AND HEALTH		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL
Rappahannock	6.00	3.00	4.05
Bland	5.00	1.00	4.00
Mathews	6.00	4.00	3.55
Middlesex	6.00	3.00	7.00
Amelia	7.00	7.50	6.50
DIVISION AVERAGE	6.00	3.70	5.02

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

**EXHIBIT B-8
TECHNOLOGY PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TECHNOLOGY		
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	INSTRUCTIONAL SUPPORT
Rappahannock	0.00	2.00	1.00
Bland	1.00	1.00	0.00
Mathews	1.00	1.00	1.00
Middlesex	1.00	2.50	1.00
Amelia	0.00	0.00	3.00
DIVISION AVERAGE	0.60	1.30	1.20

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

**EXHIBIT B-9
TRANSPORTATION PERSONNEL
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	TRANSPORTATION			
	ADMINISTRATIVE	TECHNICAL AND CLERICAL	OTHER PROFESSIONAL	TRADES, OPERATIVES AND SERVICE
Rappahannock	0.00	0.00	0.00	28.00
Bland	0.00	0.00	0.00	19.00
Mathews	1.00	1.00	0.00	19.00
Middlesex	1.00	1.50	0.00	27.00
Amelia	0.40	0.65	0.00	34.00
DIVISION AVERAGE	0.48	0.63	0.00	25.40

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

**EXHIBIT B-11
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Rappahannock	423,395	419.69
Bland	185,669	210.10
Mathews	275,758	219.47
Middlesex	464,751	361.61
Amelia	646,960	366.82
DIVISION AVERAGE	399,307	315.54

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

**EXHIBIT B-12
FREE AND REDUCED LUNCH
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ENROLLMENT	TOTAL FREE LUNCH	PERCENT FREE LUNCH	TOTAL REDUCED LUNCH	PERCENT REDUCED LUNCH	PERCENT FREE/REDUCED LUNCH
Rappahannock	997	105	10.53%	59	5.92%	16.45%
Bland	898	203	22.61%	98	10.91%	33.52%
Mathews	1,253	227	18.12%	55	4.39%	22.51%
Middlesex	1,288	355	27.56%	113	8.77%	36.34%
Amelia	1,777	487	27.41%	181	10.19%	37.59%
DIVISION AVERAGE	1,243	275	21.24%	101	8.04%	29.28%

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT B-13
FREE AND REDUCED
BREAKFAST PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST
Rappahannock	\$1.00			\$0.30		
Bland	\$0.80		\$0.80	\$0.30		\$1.50
Mathews	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$1.25
Middlesex	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$1.50
Amelia	\$0.85	\$0.85	\$0.85	\$0.30	\$0.30	\$1.85
DIVISION AVERAGE	\$0.93	\$0.95	\$0.91	\$0.30	\$0.30	\$1.53

Source: Virginia Department of Education Web site, 2007.

*Shaded areas indicate combined schools or no program participation.

**EXHIBIT B-14
FREE AND REDUCED LUNCH PRICES
PEER SCHOOL DIVISIONS
2006-07 SCHOOL YEAR**

SCHOOL DIVISION	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Rappahannock	\$1.50		\$2.00	\$0.40		\$0.40
Bland	\$1.30		\$1.30	\$0.40		\$0.40
Mathews	\$1.40	\$1.40	\$1.50	\$0.40	\$0.40	\$0.40
Middlesex	\$1.25	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
Amelia	\$1.25	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
DIVISION AVERAGE	\$1.34	\$1.47	\$1.56	\$0.40	\$0.40	\$0.40

Source: Virginia Department of Education Web site, 2007.

*Shaded areas indicate combined schools or no program participation.

**EXHIBIT B-15
GRADUATES BY DIPLOMA TYPE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

DIVISION NO./NAME	STANDARD DIPLOMA	ADVANCED STUDIES DIPLOMA	SPECIAL DIPLOMA	CERTIFICATE OF PROGRAM COMPLETION	GED CERTIFICATE	ISAEP	GAD DIPLOMA	MODIFIED STANDARD DIPLOMA	TOTAL GRADUATES AND COMPLETERS BY DIPLOMA TYPE
Rappahannock	44	46	2	0	0	2	0	4	98
Bland	43	19	0	0	0	3	0	4	69
Mathews	37	46	1	0	0	1	0	4	89
Middlesex	47	30	4	0	0	4	0	1	86
Amelia	62	35	8	0	0	0	0	8	113
DIVISION AVERAGE	47	35	3	0	0	2	0	4	91

Source: Virginia Department of Education Web site, 2007.

**EXHIBIT B-16
GRADUATES BY CONTINUING EDUCATION PLANS
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	ATTENDING TWO-YEAR COLLEGES	ATTENDING FOUR- YEAR COLLEGES	OTHER CONTINUING EDUCATION PLANS	EMPLOYMENT	MILITARY	NO PLANS
Rappahannock	36.7%	37.8%	6.1%	16.3%	2.0%	1.0%
Bland	43.5%	27.5%	4.3%	17.4%	5.8%	1.4%
Mathews	33.7%	43.8%	1.1%	18.0%	3.4%	0.0%
Middlesex	43.0%	36.0%	9.3%	10.5%	0.0%	1.2%
Amelia	40.7%	26.5%	14.2%	0.9%	3.5%	14.2%
DIVISION AVERAGE	36.7%	37.8%	6.1%	16.3%	2.0%	1.0%

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

**EXHIBIT B-17
DROPOUT PERCENTAGE
PEER SCHOOL DIVISIONS
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	GRADES 7-12 ENROLLMENT	TOTAL DROPOUTS	DROPOUT PERCENTAGE
Rappahannock	524	1	0.19%
Bland	433	1	0.23%
Mathews	656	4	0.61%
Middlesex	693	12	1.73%
Amelia	826	15	1.82%
DIVISION AVERAGE	626	7	0.92%

Source: Virginia Department of Education Web site, 2007.