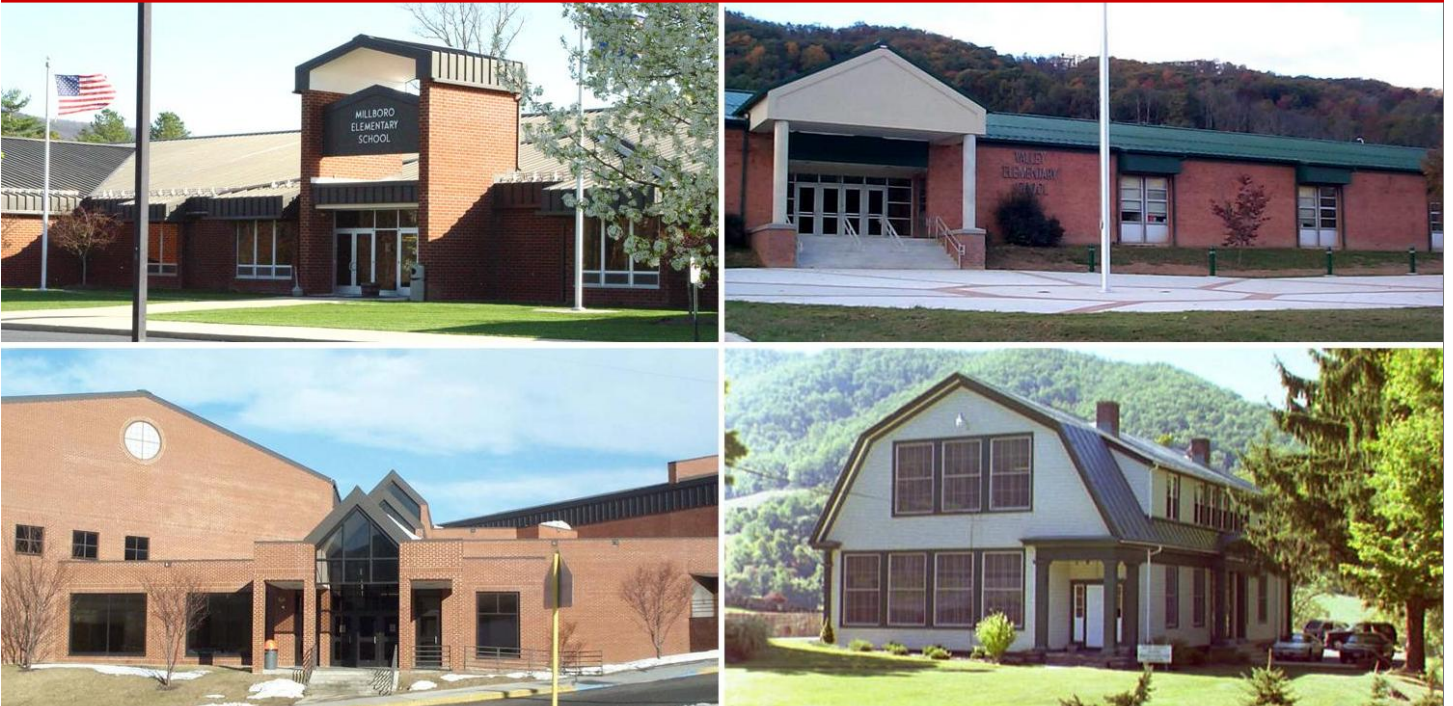


BATH COUNTY PUBLIC SCHOOLS SCHOOL DIVISION EFFICIENCY REVIEW

FINAL REPORT



Submitted by:



June 22, 2006

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Submitted by:



**2123 Centre Pointe Boulevard
Tallahassee, Florida 32308-4930**

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EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

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

Since its inception, the program has expanded to include a greater number of school divisions each year. In August of 2005, MGT of America was awarded a contract to conduct an Efficiency Review of the Bath County Public Schools (BCPS). As stated in the Request for Proposals (RFP), the purpose of the study is to conduct an external review of the efficiency of various offices and operations within BCPS and to present a final report of the findings, recommendations, and projected costs and/or cost savings as recommendations. The object of the review is to identify ways that BCPS could realize cost savings in non-instructional areas in order to redirect those funds towards classroom activities.

Overview of Bath County Public Schools

Bath County is rural and sparsely populated. More than 50 percent of the land in Bath County is designated as George Washington National Forest, and thus unavailable for development. Bath County offers a wide variety of activities for nature lovers and outdoor sports enthusiasts.

Bath County Public Schools is a small, rural school division located in the mountains of western Virginia - west of Staunton and north of Roanoke. It is the mission of BCPS to meet the educational needs of the diverse student population with the highest standards possible and to be the schools of choice for Bath County citizens. The division consists of one high school and two elementary schools and has approximately 100 instructional staff. The schools offer a wide range of academic programs and athletic/extra-curricular activities to less than 800 students. Overall, school facilities are well maintained and provide a safe teaching and learning environment. All schools remain fully accredited. Each school and the division has met adequate yearly progress (AYP) for the past three years, in compliance with the requirements of No Child Left Behind.

Review Methodology

The methodology MGT used to prepare for and conduct the Bath County Public Schools Efficiency Review is described in this section. 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;
- specifically take into account the unique student body and environment within which the school division operates;

- obtain input from board members, administrators, staff, and the community;
- identify the existence, appropriateness, and use of specific educational objectives;
- contain comparisons to other similar school divisions to provide a reference point;
- follow a common set of guidelines tailored specifically to the division being reviewed;
- Include analyses of the efficiency of work practices;
- identify the level and effectiveness of externally imposed work tasks and procedures;
- identify both exemplary programs and practices as well as needed improvements;
- document all findings; and
- 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 below.

Review of Existing Records and Data Sources

During the period between project initiation and beginning 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 Bath County Public Schools.

More than 100 documents were requested from BCPS. Examples of materials MGT requested included, but were not limited, to the following:

- school board policies and administrative procedures;
- organizational charts;
- program and compliance reports;
- technology plan;
- annual performance reports;
- independent financial audits;
- plans for curriculum and instruction;
- annual budget and expenditure reports;
- job descriptions;
- salary schedules; and
- personnel handbooks.

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

Diagnostic Review

A diagnostic review of BCPS was conducted from April 3 through 5, 2006. An MGT consultant interviewed central office administrators, community leaders, school board members, and county board of supervisors concerning the management and operations of Bath 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, two on-line surveys were prepared and disseminated in January 2006. Central office administrators and principals/assistant principals were combined due to the low number of staff in each group. Through the use of anonymous surveys, division staff were given the opportunity to express their views about the management and operations of Bath County Public Schools. These 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.

BCPS staff were given from January 23, 2006 through February 13, 2006 to respond. The BCPS response rates for the survey groups were good. Sixty-seven (67) percent of the administrator group returned a survey as did 71 percent of teachers. MGT compared all survey responses between the two employee groups and compared all BCPS administrators and teachers to those in the more than 30 districts where MGT has conducted similar surveys.

Complete survey results are 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 nine consultants conducted the formal on-site review of Bath County Public Schools during the week of April 18, 2006. As part of our on-site review, we examined the following BCPS systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management
- Purchasing, Warehousing, and Fixed Assets
- Education Service Delivery and Management
- Facilities Use and Management
- Transportation
- Technology Management
- Food Services

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

assigned functional areas. All BCPS schools were visited at least once, and each of the three schools were visited more than once.

Our systematic assessment of Bath County Public Schools included the use of MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. In addition, the Commonwealth of Virginia school efficiency review guidelines were used. Following our collection and analysis of existing data and new information, we tailored our guidelines to reflect local policies and administrative procedures; the unique conditions of Bath 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 as well as Bath County officials, and reviews of documentation provided by these individuals.

Comparison Summary

MGT performed a data comparison between Bath County Public Schools and other divisions in its Cluster-divisions that are close to the same size and the same part of the Commonwealth. When comparing data on the Bath County Public Schools to the other specified school divisions within the commonwealth of Virginia, BCPS has the second highest number of teachers per 1,000 students, the second lowest ratio of pupils to classroom teaching positions for grades K-7, and the lowest ratio of pupils to classroom teaching positions for grades 8-12.

The Bath County Public Schools reports the second highest instruction disbursements per pupil and the third highest administration disbursements per pupil. In regard to receipts by fund source, the division reports that most of their funds come from local funds. When compared to the peer divisions, Bath County reports the second lowest percentage of receipts from state funds, but is comparable to the peer division average in federal and other funds.

In terms of student demographics, Bath County has the second-lowest student population and the second-highest student population per 1,000 general population. Bath has the same number of total schools as the peer division average and the median percentage of economically disadvantaged students among these peer divisions.

Commendations

Detailed findings for each commendation for exemplary practices are found in the full report in Chapters 2 through 10. Following are the major commendations for which Bath County Public Schools is recognized.

- Bath County School Board meets all minimum Commonwealth school administrative staffing criteria as set forth in the revised Standards of Quality (**Chapter 2**).
- Bath School Public Schools School Board, superintendent, administration, and staff develop a comprehensive meeting agenda information packet that is provided members of the school board (**Chapter 2**).

- BCPS has a user-friendly policy manual and related forms and procedures are placed on the division's intranet site **(Chapter 2)**.
- BCPS School Board and administration have done a good job of keeping the cost of legal services expenses low **(Chapter 2)**.
- BCPS utilizes a survey of teachers to assess the types of professional development activities and programs that will best meet their needs **(Chapter 3)**.
- BCPS strengthened its mentorship program piloted last school year, created a mentorship training program called BEST (Beginning Educator Support and Training), and surveyed mentors and mentorees to bring further improvements to the program **(Chapter 3)**.
- BCPS increased its efforts to recruit high quality teachers to BCPS in light of upcoming teacher retirements over the next five years **(Chapter 3)**.
- BCPS has established a documented facilities planning process **(Chapter 6)**.
- BCPS maintains clean schools with staffing levels below best practice levels **(Chapter 6)**.
- The secretary to the superintendent is commended for excellent performance supporting the Office of Transportation's administrative requirements. She performs this critical function in an exceptional manner **(Chapter 7)**.
- BCPS is commended for the teaming and responsive cooperation to ensure the safe transportation of Bath County students **(Chapter 7)**.
- Bath County Public Schools is commended for their reportable accident rate **(Chapter 7)**.
- BCPS is commended for their radio communications between buses and the myriad of base stations located throughout the school division **(Chapter 7)**.
- BCPS has established a permanent Technology Advisory Committee **(Chapter 8)**.
- BCPS provides good technology support to the schools **(Chapter 8)**.
- BCPS has implemented and maintains an effective infrastructure **(Chapter 8)**.

- BCPS purchased five-year warranties on computer equipment **(Chapter 8)**.
- BCPS created the Technology Assistant Program **(Chapter 8)**.

Major Findings and Recommendations

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

- Develop and implement a full school board member in-service development program **(Chapter 2: Recommendation 2-2)**.
- Create board committees for board evaluation and the superintendent evaluation **(Chapter 2: Recommendation 2-3)**.
- Appoint a community-based task force charged with coordinating with the Bath County Board of Supervisors and BCPS School Board to collaboratively develop a memorandum of agreement for shared services **(Chapter 2: Recommendation 2-4)**.
- Establish a written BCPS School Board approved contract for legal services and annually assess those services **(Chapter 2: Recommendation 2-8)**.
- Clarify the organizational chart to more clearly reflect the structure of the organization **(Chapter 2: Recommendation 2-9)**.
- Follow the board-adopted Policy AF more closely and obtain more community involvement in the development of the Comprehensive Plan **(Chapter 2: Recommendation 2-10)**.
- Organize and implement three strategies to improve communications within BCPS and monitor organizational health **(Chapter 2: Recommendation 2-11)**.
- Employ a coordinator in the Office of Instruction and Personnel to provide assistance in carrying out responsibilities for the effective management of personnel and human resources services **(Chapter 3: Recommendation 3-1)**.
- Review personnel data quarterly for accuracy and timeliness and revise reports to make available to executive staff information in an understandable format **(Chapter 3: Recommendation 3-2)**.

- Develop and implement an employee feedback system to assist central office administrators and staff in evaluating the quality of its services and promoting improvement **(Chapter 3: Recommendation 3-3)**.
- Develop a long-range plan including recruitment strategies **(Chapter 3: Recommendation 3-5)**.
- Develop summary financial reports for the school board, the board of supervisors, and the public **(Chapter 4: Recommendation 4-1)**.
- Delegate payment approval to the superintendent and Business Manager **(Chapter 4: Recommendation 4-2)**.
- Develop a policy that provides guidance as to when budget adjustments are to be prepared and complete the process to align the budget document with annual school expenditure reporting requirements **(Chapter 4: Recommendation 4-4)**.
- Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees **(Chapter 4: Recommendation 4-8)**.
- Develop a written activity fund operations manual to help ensure funds are administered properly **(Chapter 4: Recommendation 4-9)**.
- Track fixed assets acquired from BCPS funds and develop fixed asset policies to direct the management of the division's investment in capital items **(Chapter 4: Recommendation 4-10)**.
- Eliminate a minimum of eight teaching positions by merging small classes and provide instruction through multi-level elementary classes or distance learning and dual enrollment at the secondary level **(Chapter 5: Recommendation 5-1)**.
- Continue to develop strong core curricula aligned with the Standards of Learning (SOLs), state and federal mandates, and local needs **(Chapter 5: Recommendation 5-2)**.
- Develop and implement a divisionwide walk-through guide for classroom observations **(Chapter 5: Recommendation 5-3)**.
- Ensure that teachers maximize the amount of time allocated for instruction **(Chapter 5: Recommendation 5-4)**.
- Revise and implement a local plan for educating gifted and talented students **(Chapter 5: Recommendation 5-5)**.

- Ensure that the BCPS media programs demonstrate the essential elements of standards-based curriculum and instruction (**Chapter 5: Recommendation 5-6**).
- Ensure that school improvement plans reflect student achievement data and formative evaluation procedures (**Chapter 5: Recommendation 5-7**).
- Implement the recommendations of the Virginia Department of Education Technical Assistant Team to improve career and technical education programs in Bath County (**Chapter 5: Recommendation 5-8**).
- Explore the options for implementing schoolwide discipline programs in all schools (**Chapter 5: Recommendation 5-9**).
- Revise the BCPS guidance curriculum to be consistent with national standards as shown in the American School Guidance Association guidelines and the Virginia Department of Education regulations (**Chapter 5: Recommendation 5-10**).
- Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities (**Chapter 5: Recommendation 5-11**).
- Task the Director of Maintenance with custodial supervisory responsibilities in the areas of cleaning standards and techniques (**Chapter 6: Recommendation 6-1**).
- Conduct facility assessments of the elementary schools (**Chapter 6: Recommendation 6-2**).
- Coordinate maintenance contracts with the county maintenance department (**Chapter 6: Recommendation 6-3**).
- Establish a cleaning supply budget for each school (**Chapter 6: Recommendation 6-4**).
- Implement an aggressive energy management program (**Chapter 6: Recommendation 6-5**).
- Experiment with a policy change to enhance the recruitment and retention of reliable substitute drivers with the objective of retaining at least two by offering the incentive of paying for the 48 hours of driver training after the trained substitute has earned at least \$400 as a substitute driver (**Chapter 7: Recommendation 7-2**).
- Implement an automated computer-based system to manage bus routes and student pickup points in Bath County Public Schools (**Chapter 7: Recommendation 7-9**).

- Hire a full-time administrative and parts control position to manage parts inventory and maintenance records as part of a vehicle management information system (VMIS) **(Chapter 7: Recommendation 7-11)**.
- Implement a spare bus policy mandating 10 percent of the peak use bus fleet as spares **(Chapter 7: Recommendation 7-13)**.
- Provide ASE certification training for the BCPS mechanic and Director of Transportation **(Chapter 7: Recommendation 7-15)**.
- Expand the responsibilities of the Technology Advisory Committee **(Chapter 8: Recommendation 8-1)**.
- Acquire and maintain a software package that allows parents to see progress information of their children in a secure manner **(Chapter 8: Recommendation 8-2)**.
- Raise the price of the meals being served **(Chapter 9: Recommendation 9-1)**.
- Reduce the cafeteria staffing level at Valley Elementary School **(Chapter 9: Recommendation 9-2)**.

Fiscal Impact

Based on the analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the Bath County Public Schools, the MGT team developed more than 75 recommendations in this report. Nineteen (19) recommendations have fiscal implications, which are summarized below. **It is important to keep in mind that the identified savings and costs are incremental and cumulative.**

As shown below in Exhibit 1, full implementation of the recommendations in this report would generate a gross savings of more than \$3.2 million over five years and a total net savings in excess of \$2.3 million after total savings (costs) and one-time savings (costs) are included. It is important to note that costs and savings presented in this report are in 2004-05 dollars and do not reflect increases due to salary or inflation adjustments.

Exhibit 1 below shows the total costs and savings.

EXHIBIT 1
SUMMARY OF ANNUAL COSTS AND SAVINGS

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11	
TOTAL SAVINGS	\$640,610	\$649,110	\$649,110	\$649,110	\$649,110	\$3,237,050
TOTAL (COSTS)	(\$194,562)	(\$178,462)	(\$176,470)	(\$176,470)	(\$176,470)	(\$902,434)
TOTAL NET SAVINGS (COSTS)	\$446,048	\$470,648	\$472,640	\$472,640	\$472,640	\$2,334,616
TOTAL ONE-TIME SAVINGS (COSTS)						(\$27,785)
TOTAL FIVE-YEAR SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$2,306,831

1.0 INTRODUCTION

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In September 2005, the Commonwealth of Virginia contracted with MGT of America, Inc., to conduct a School Division Efficiency Review of Bath County Public Schools (BCPS). The review focused on the financial, organizational, and operational effectiveness of Bath County Public Schools. Exhibit 1-1 shows an overview of MGT's work plan and Exhibit 1-2 provides the timeline for the project activities.

1.1 Overview of Bath County Public Schools

Bath County is rural and sparsely populated. More than 50 percent of the land in Bath County is designated as George Washington National Forest, and thus unavailable for development. Bath County offers a wide variety of activities for nature lovers and outdoor sports enthusiasts.

Bath County Public Schools is a small, rural school division located in the mountains of western Virginia - west of Staunton and north of Roanoke. It is the mission of BCPS to meet the educational needs of the diverse student population with the highest standards possible and to be the schools of choice for Bath County citizens. The division consists of one high school and two elementary schools and has approximately 100 instructional staff. The schools offer a wide range of academic programs and athletic/extra-curricular activities to less than 800 students. Overall, school facilities are well maintained and provide a safe teaching and learning environment. All schools remain fully accredited. Each school and the division has met adequate yearly progress (AYP) for the past three years, in compliance with the requirements of No Child Left Behind.

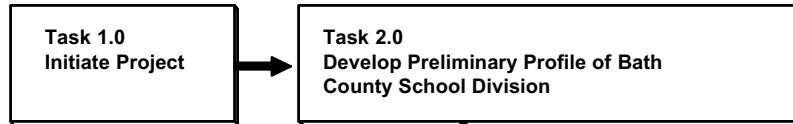
1.2 Methodology

The methodology MGT used to prepare for and conduct the Bath County Public Schools Efficiency Review is described in this section. Throughout our practice we have discovered that to be successful, an efficiency review of a school division must:

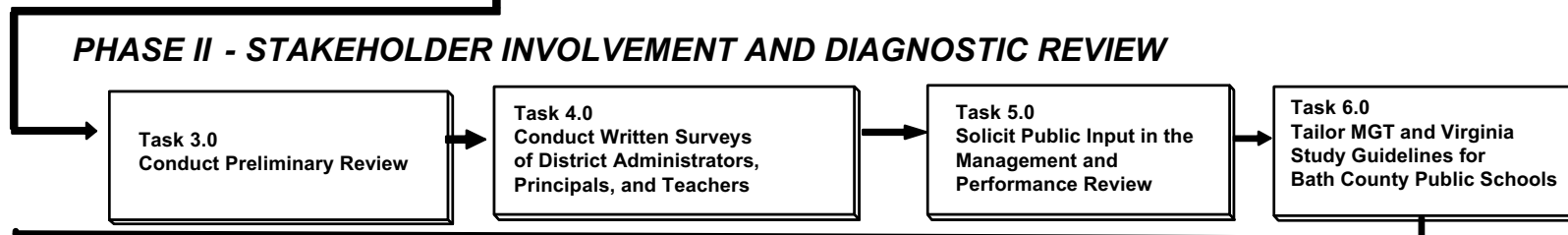
- be based upon a very detailed work plan and time schedule;
- specifically take into account the unique student body and environment within which the school division operates;
- obtain input from board members, administrators, staff, and the community;
- identify the existence, appropriateness, and use of specific educational objectives;
- contain comparisons to other similar school divisions to provide a reference point;

**EXHIBIT 1-1
OVERVIEW OF THE WORK PLAN FOR THE EFFICIENCY REVIEW
OF BATH COUNTY PUBLIC SCHOOLS**

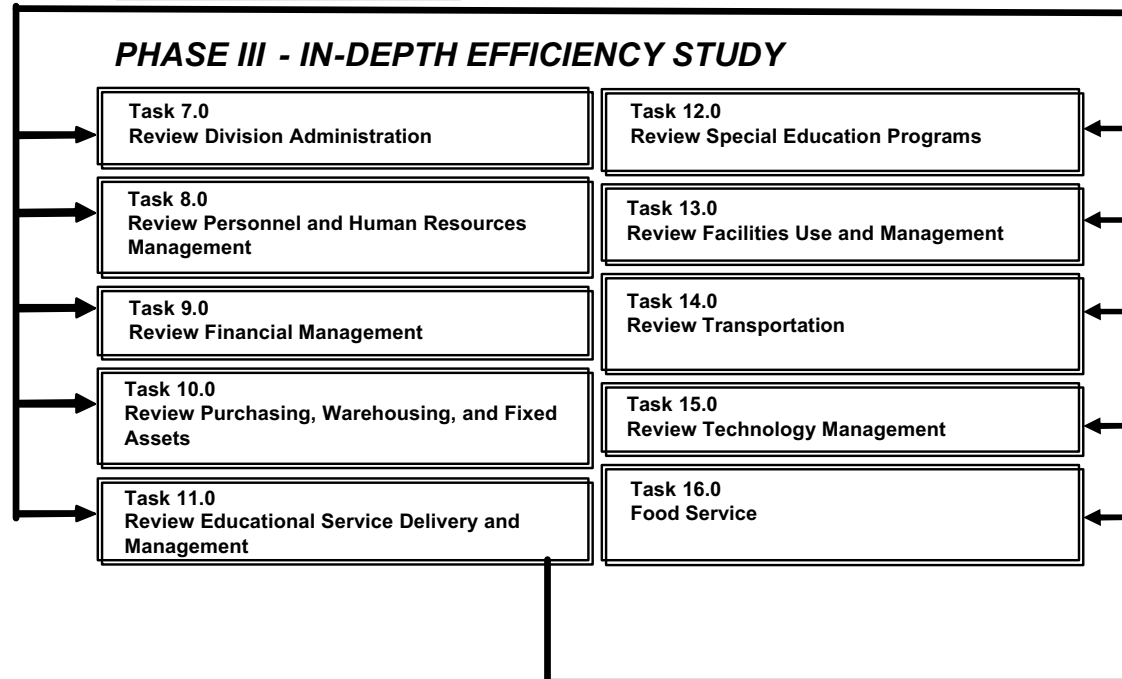
PHASE I - PROJECT INITIATION



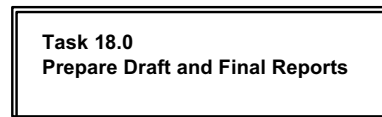
PHASE II - STAKEHOLDER INVOLVEMENT AND DIAGNOSTIC REVIEW



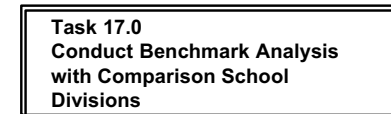
PHASE III - IN-DEPTH EFFICIENCY STUDY



**PHASE V -
PROJECT REPORTING**



**PHASE IV -
COMPARISON TO OTHER
SCHOOL DIVISIONS**



**EXHIBIT 1-2
TIMELINE FOR THE EFFICIENCY REVIEW OF
BATH COUNTY PUBLIC SCHOOLS**

TIME FRAME	ACTIVITY
September 2005	<ul style="list-style-type: none"> ■ Finalized contract with the Commonwealth of Virginia. ■ Designed tailor-made, written surveys for central office administrators, principals, and teachers.
January 2006	Conducted on-line surveys for administrators and teachers.
March 2006	<ul style="list-style-type: none"> ■ Collected and analyzed existing and comparative data available from the school division. ■ Produced profile tables of Bath County Public Schools.
April 4-5, 2006	<p>Visited with Bath County Public Schools.</p> <ul style="list-style-type: none"> ■ Conducted diagnostic review. ■ Collected data. ■ Interviewed school board members and county officials. ■ Interviewed central office administrators. ■ Interviewed business and community leaders.
April 2006	Analyzed data and information which were collected.
April 2006	Tailored review guidelines and trained MGT team members using findings from the above analyses.
April 17-21, 2006	Conducted formal on-site review, including school visits.
May 2006	Requested additional data from the school division and analyzed data.
May 2006	Prepared Draft Final Report.
June 2006	Submitted Draft Final Report.
June 2006	Sought division feedback on Draft Final Report.
June 2006	Made changes to the Draft Final Report.
June 2006	Submitted Final Report.

- 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 both exemplary programs and practices as well as needed improvements;
- document all findings; and
- 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 below.

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More than 100 documents were requested from BCPS. Examples of materials MGT requested included, but were not limited, to the following:

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

Diagnostic Review

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school board members, and county board of supervisors concerning the management and operations of Bath County Public Schools.

Employee Surveys

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BCPS staff were given from January 23, 2006 through February 13, 2006 to respond. The BCPS response rates for the surveys were good. Sixty-seven (67) percent of the administrator group returned a survey as did 71 percent of teachers. MGT compared all survey responses between the two employee groups and compared all BCPS administrators and teachers to those in the more than 30 districts where MGT has conducted similar surveys.

Complete survey results are 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 nine consultants conducted the formal on-site review of Bath County Public Schools during the week of April 17, 2006. As part of our on-site review, we examined the following BCPS systems and operations:

- Division Administration
- Personnel and Human Resources Management
- Financial Management
- Purchasing, Warehousing, and Fixed Assets
- Education Service Delivery and Management
- Facilities Use and Management
- Transportation
- Technology Management
- Food Services

Prior to the on-site review, each team member was provided with an extensive set of information about BCPS operations. During the on-site work, team members conducted detailed reviews of the structure and operations of Bath County Public Schools in their assigned functional areas. All BCPS schools were visited at least once, and each of the three schools were visited more than once.

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

our guidelines to reflect local policies and administrative procedures; the unique conditions of Bath 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 as well as Bath County officials, and reviews of documentation provided by these individuals.

1.3 Comparisons to Other School Divisions

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

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

With this in mind, MGT initiated a benchmarking comparison of the Bath 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 self-reported data by peer school divisions can be non-comparable.

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. Bath County Public Schools is identified in Cluster 2. For that reason, MGT in conjunction with the Governor's Office and the BCPS leadership, selected a set of school divisions from Cluster two to try to capture the characteristics of comparable county school divisions. The Virginia public school divisions chosen for comparison were:

- Bland County Public Schools Division;
- Craig County Public Schools Division;
- Mathews County Public Schools Division;
- Rappahannock County Public Schools Division;
- Richmond County Public Schools Division; and,
- Surry County Public Schools Division.

Exhibit 1-3 illustrates how the comparison school divisions compare to the Bath County Public Schools in terms of enrollment, number of schools, and percent of students that are economically disadvantaged. As can be seen:

- BCPS (788) has 231 fewer students than the peer division average student population of 1,019;
- With 158 students per 1,000 people in the general population, BCPS has the second-highest student to general population ratio compared to the peer divisions;
- BCPS's percent of economically disadvantaged students (31.7%) is slightly lower than the peer division average (34.0%); and,
- BCPS has the average number of schools among the school divisions.

**EXHIBIT 1-3
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENT ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Bath County	2	788	158	31.7	3
Bland County	2	919	131	32.3	4
Craig County	2	713	139	27.6	2
Mathews County	2	1,298	141	23.4	3
Rappahannock County	2	1,041	145	13.7	2
Richmond County	2	1,230	137	56.8	3
Surry County	2	1,142	167	52.3	3
Division Average	N/A	1,019	145	34.0	3

Source: Virginia Department of Education, Web site, 2006,
United States Census Bureau, 2000 Census Data,
www.schoolmatters.com.

Exhibit 1-4 offers a comparison of classroom teachers per 1,000 students among the comparison school divisions. As shown in the exhibit:

- at 107.77, BCPS has the second-highest number of teachers per 1,000 students of its peer divisions;
- in grades K through 7, BCPS has a ratio of 9.9 students per classroom teaching position, which is lower than the peer divisions average (11.36); and
- in grades 8 through 12, BCPS has a ratio of 8.4 students per classroom teaching position, the lowest of all the peer divisions.

**EXHIBIT 1-4
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2003-04 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
Bath County	107.77	9.9	8.4
Bland County	88.75	11.7	10.6
Craig County	87.34	11.9	10.8
Mathews County	81.80	12.4	12.0
Rappahannock County	88.39	12.2	10.3
Richmond County	75.98	13.2	13.1
Surry County	110.30	8.2	10.7
Division Average	91.48	11.36	10.84

Source: 2003 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

*Ratios based on End-of-Year enrollments.

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

Exhibit 1-5 displays revenue percentages by federal, state, local, and other funding sources. As is shown, BCPS received:

- a lower percentage of its funds, 11.57 percent, from state sources than the peer division average of 31.04 percent;
- the second highest percentage of funds from local sources, 72.83 percent, compared to the peer divisions, and was higher than the peer division average of 51.31 percent; and
- a slightly higher percentage of federal funds than the division average, 7.49 percent compared to the average of 7.24 percent.

**EXHIBIT 1-5
RECEIPTS BY FUND SOURCE
PEER SCHOOL DIVISIONS
2004 FISCAL YEAR**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Bath County	5.99%	11.57%	7.49%	72.83%	2.12%	0.00%
Bland County	7.64%	53.04%	7.78%	24.05%	7.35%	0.14%
Craig County	9.35%	44.79%	9.04%	32.20%	4.62%	0.00%
Mathews County	8.18%	34.88%	6.95%	49.46%	0.53%	0.00%
Rappahannock County	8.92%	18.17%	5.28%	63.56%	4.07%	0.00%
Richmond County	8.51%	44.30%	7.99%	38.97%	0.23%	0.00%
Surry County	4.97%	10.53%	6.11%	78.07%	0.32%	0.00%
Division Average	7.65%	31.04%	7.24%	51.31%	2.75%	0.02%

Source: 2004 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

Exhibit 1-6 displays the operating and administrative disbursements per pupil for a regular school day. As is shown:

- On regular operating-related items, BCPS spent \$7,415 per student, which was more than the peer division average of \$6,234, and the second-highest of the comparison divisions.
- On administration-related items, BCPS spent \$323 per student, which was less than the peer division average of \$350.

**EXHIBIT 1-6
DISBURSEMENTS PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2004 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL¹	ADMINISTRATION PER PUPIL²
Bath County	\$7,414.67	\$323.13
Bland County	\$5,414.79	\$341.98
Craig County	\$5,642.21	\$279.17
Mathews County	\$5,205.47	\$224.48
Rappahannock County	\$6,529.18	\$390.94
Richmond County	\$5,331.99	\$310.49
Surry County	\$8,102.18	\$584.20
Division Average	\$6,234.35	\$350.63

Source: 2004 Superintendent's Annual Report for Virginia, Virginia Department of Education, Web site, 2006.

¹ Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education, 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.

1.4 Overview of Final Report

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

- description of the current situation in Bath County Public Schools;
- a summary of our study findings:

- findings from report and data sources which we obtained
- a summary of our on-site findings;
- MGT's commendations and recommendations for each finding;
- implementation strategies and a completion timeline for each recommendation; and
- a five-year fiscal impact for recommended costs or cost savings.

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

2.0 DIVISION ADMINISTRATION

2.0 DIVISION ADMINISTRATION

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

- 2.1 Introduction and Legal Foundation
- 2.2 School Board Governance
- 2.3 Policies and Procedures
- 2.4 Legal Services
- 2.5 Organization and Management
 - 2.5.1 Division Organization
 - 2.5.2 Decision Making, Communications, Planning, and Accountability
 - 2.5.3 Public Information
 - 2.5.4 School Organization and Management

CHAPTER SUMMARY

Bath County Public Schools is led and managed by a superintendent who assumed the position in July 1999. Recommendations contained in this chapter are essentially focused on issues relating to the relationships with the County Board of Supervisors, shared services, and district communications. Notable findings include:

- Bath County School Board meets all minimum Commonwealth school administrative staffing criteria as set forth in the revised Standards of Quality.
- BCPS School Board, superintendent, administration, and staff develop a comprehensive meeting agenda information packet that is provided members of the school board.
- BCPS has a user-friendly policy manual and related forms and procedures are placed on the division's intranet site.
- BCPS School Board and administration have done a good job of keeping the cost of legal services expenses low.

Among the 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:

- Implement a full school board member development program.
- Establish two additional regular school board committees including board evaluation and superintendent evaluation and evaluate the number of meetings held each year.
- Appoint a community-based task force charged with establishing with the Bath County Board of Supervisors and BCPS School Board

a collaboratively developed Memorandum of Agreement for shared services and coordinate its implementation.

- Establish a written school board approved contract for legal services and assess those services annually.
- Clarify the organizational chart to more clearly reflect the structure of the organization.
- Include community involvement in the development of the Comprehensive Plan.
- Implement recommended strategies to improve communications within BCPS and monitor organizational health.

2.1 Introduction and Legal Foundation

Conditions in Bath County Public Schools of importance to this review include:

- Significant tension between the school board and board of supervisors;
- Issues related to board of supervisors' budget oversight; and
- Long-term cost of education.

Interviews with division administrative staff raised a number of challenges facing the division. Among these challenges were the fiscal dependencies of the division on external funding, the significant per-student cost increases, and the ever-changing demands of technology. Meanwhile, the board of supervisors and their representatives voiced concerns over increasing costs of education, financing facilities and utilities in the county, and lack of certainty as to whether government services are organized in the most cost-effective manner.

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

The superintendent, administrative staff, school board members, and county representatives stated in interviews with MGT that the most significant challenge is overcoming barriers to effective relationships and communications between the governing bodies, and developing and funding programs and the initiatives related to improving student performance including maintaining full accreditation of all schools, establishing division-wide accreditation, and meeting the requirements of the *No Child Left Behind* legislation.

2.2 School Board Governance

The educational system in Bath County Public Schools is the result of Commonwealth of Virginia legislation authorizing the establishment of city and county school divisions. The five-member school board is elected from resident districts for four-year terms.

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

- Experience on the school board ranges from two years to nine years of consecutive service; and
- All five school board member terms expire on the same date.

**EXHIBIT 2-1
BCPS SCHOOL BOARD
FEBRUARY 2006**

NAME	TITLE	DISTRICT	TERM EXPIRES	YEARS OF SERVICE AS OF END OF APRIL 2006	OCCUPATION
Kaye May	Chair	Millboro	12/31/07	2	Bookkeeper
Eddie Ryder	Vice Chair	Cedar Creek	12/31/07	13	Self-Employed
Urban Cleek		Warm Springs	12/31/07	2	Retired Principal
Sandra Hicklin		Williamsville	12/31/07	2	Retired Teacher
Sarah Redington		Hot Springs	12/31/07	6	Former Teacher

Source: BCPS superintendent's Office and the Deputy Clerk of the Board, April 2006.

* Mr. Ryder's total number of years of service is 13, although they are not consecutive.

Regular school board meetings are held on the first Tuesday of each month and are held at the Administrative Center facility in an appropriate meeting room that easily accommodates the public. At the time of the on-site visit, regular meeting locations, dates, and times were posted on the BCPS Intranet site and advertised as required by law. Regular open meetings are held at 7:00 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. Closed meetings may include:

- discussion of individual personnel;
- student discipline hearings;
- negotiations of material terms for purchase of property or a specific contract for employment;
- attorney-client privilege as it relates to litigation preparation and execution; and
- other matters as permitted under Commonwealth of Virginia law.

Minutes of all regular meetings are recorded and transcribed by the board deputy clerk and approved by the school board at the next regular meeting. Approved minutes are then published on the Intranet site. Minutes are not maintained for closed meetings; rather, the school board deputy clerk prepares a record of motions and related votes.

Minutes and supplementary data are stored in secured cabinets in a non-fire rated hallway.

FINDING

The school board meeting agenda is comprehensive and provides for public, administrative, and board member input. Approximately two weeks prior to the school board meeting the superintendent's secretary begins developing the agenda in collaboration with division staff, compiling all information and develops a tentative agenda to be provided the superintendent and the school board chair for review, revision, and final approval. When the agenda is approved and all information organized into a board packet, the superintendent's secretary notifies board members that their packets are ready. Then, the agenda and packets are hand delivered to the board members.

The regular school board meeting agenda is typically organized into the following sections:

- Call to Order
- Roll Call
- Approve or Add to Agenda
- Closed Session (if required)
- Certification of Closed Meeting
- Public Comments
- Approval of Minutes
- Approval of Claims
- Reports
- Student Representative Issues
- Superintendent's Report
- Action Items
- Information Items
- Items for Board Members/Correspondence
- Items by Board Members
- Public Comments
- Adjournment

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

On the Thursday prior to the Monday meeting, the agenda is posted on the BCPS Intranet site for viewing and made available to the media and other concerned parties.

COMMENDATION

The Bath County Public Schools School Board, superintendent, administration, and staff are commended for developing a comprehensive meeting agenda information packet.

FINDING

The BCPS School Board meeting agenda and approved meeting minutes are posted on the division's Intranet site, which provides a convenient way to view topics for consideration by the school board; however, at the time of the on-site visit, the same information was not posted on the Internet site.

Since this information is not on the Web site that is accessible by the general public a valuable communication link to certain elements of the population is lacking.

Many districts or divisions now use the Web as an additional means of communication to the citizens.

RECOMMENDATION

Recommendation 2-1:

Post school board agendas and approved minutes on the Internet.

Implementing this recommendation should result in publishing the school board agendas and approved minutes on the on the Internet (public Web site) and should provide an important information and communication link to the public.

Placing meeting agenda and minutes on school division or district's Web sites is now a common practice among school systems and other governmental bodies. Subsequent to MGT's on-site review, BCPS began posting board agendas and minutes on the division's Internet site.

FISCAL IMPACT

Since this recommendation has been implemented, there is no need for additional fiscal resources.

FINDING

Board Policy BHB addresses school board members in-service activities. The policy reflects the requirements of Commonwealth of Virginia code and supports active member involvement in training activities; however, records of attendance do not reflect full board involvement in training activities.

Some board members and the superintendent are involved in training and conferences offered by the Virginia School Boards Association (VSBA) and other activities. Records of the 2005-06 school year show that all except one member have been involved in related activity during this period.

RECOMMENDATION

Recommendation 2-2:

Develop and implement a full school board member in-service development program.

The implementation of this recommendation should result in the development of a comprehensive local school board member development program that, minimally, should cover the following topics:

- the role of the board member as reflected in Commonwealth of Virginia law and by best practices. The National School Boards Association (NSBA) and VSBA can provide valuable information for this portion of the training;
- development of strategies designed to refine relationships with other governmental bodies;
- policy development;
- effective community and media relations;
- use of technology in carrying out board responsibilities;
- effective committee development and work;
- a review of the division's planning documents and related processes for their development/updating;
- a review of the division's budget and associated development and adoption time-lines; and
- other local items that are deemed important to include.

The program should be implemented over a scheduled series of meetings allowing the participants to assimilate information in an orderly and systematic fashion in order to avoid overloading participants with too much information at any one session.

A Board Development Program can be developed in conjunction with VSBA. An additional resource for board development can be secured from NSBA.

FISCAL IMPACT

The cost of this recommendation cannot be estimated until the program is designed and decisions are made as to where training services are to be obtained and delivered.

FINDING

MGT's review of records and interviews with division personnel during the on-site visit revealed that each member of the school board has a committee responsibility. Exhibit 2-2 shows that:

- all school board members have at least one committee assignment;
- the number of meetings required for school board members ranges from four to six or more meetings a year or on an "as needed" basis; and
- there are total of six standing school board committees and one ad hoc committee (School Safety Audit)

Membership by school board members on the various committees is voluntary and typically is based on members' interest. Staff members with the responsibility of preparing information for the committee meetings report the results of the meetings to the BCPS School Board. When combined with monthly regular school board meetings and other special meetings, board members are expected to be in meetings from 24 to 48 or more times during a year.

EXHIBIT 2-2 BCPS SCHOOL BOARD COMMITTEES AND COMMITTEE ASSIGNMENTS 2005-06 SCHOOL YEAR

COMMITTEES	MEMBERS	FREQUENCY OF MEETINGS
Career and Technical Education	Eddie Ryder	As needed
Gifted Education	Kaye May	Meets four times a year
School Health Advisory	Sarah Redington	Meets six times a year
Special Education Advisory	Sarah Redington	Meets five times a year
Technology Advisory	Kay Hicklin	As needed
Calendar	Jake Cleek	Meets four times a year
School Safety Audit	Kay Hicklin	As needed

Source: BCPS Office of the School Board, 2006.

During interviews with school board members, it was apparent that several members were not pleased with the infrequency of superintendent evaluations. Also, the school board had not done its annual evaluation of board performance in the discharge of duties that they were elected to perform even though it is their policy.

RECOMMENDATION

Recommendation 2-3:

Create board committees for board evaluation and the superintendent evaluation.

The board has a Policy AFA which indicates that the school board will review its performance annually to ensure its proper discharge of responsibilities to the community. A school board committee could serve as a reminder of this very important function and provide the leadership in the development of an evaluation instrument and procedures.

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;
- scope of responsibilities; and
- *administrative support.

* 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); and
- ensuring that committee chairs make certain that all board members and other impacted parties are apprised of committee activity.

Guidelines for community members who may be asked to participate in committee work should include:

- 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; and
- 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, develop executive summaries of meetings, and provide for distribution to committee members and other School board members and impacted parties promptly following meetings;
- work with committee chair(s) to form committee agenda; and

- provide materials to the committee for review, approval, or work/study.

Once appointed, the committee should develop the board self-evaluation process and form(s). The first series of self-evaluation should include an assessment of the number and duration of meeting held during the year.

It is recommended that all committee participants undergo specific training as they assume their roles. The Facilitative Leadership model is one that can provide special skills in leading and becoming constructive partners in important, and often controversial, events. This training can provide valuable tools for the constructive management of meetings and participants' interactions.

FISCAL IMPACT

This recommendation can be implemented with existing personnel. Training of all committee members and assigned liaison staff can be provided by school district leadership.

FINDING

The current working relationship between the Bath County Board of Supervisors and the Bath County School Board is experiencing difficulties and has for several years. As a result, benefiting from shared services has not been realized.

Neither BCPS nor the county have been able to realize the benefits of shared services. Input from the community, the on-site visit, and interviews with members of the board of supervisors and the school board indicate that there is continual conflict and dissention between the two entities. Funding from the board of supervisors is problematic every year, and this ongoing problem is a frequent feature in the local newspapers.

The lack of a memorandum of agreement or similar document has allowed each entity to focus on any issue whether it is best for both or not. Many similar organizations have a common document, or agreement, which keeps them focused on what is best for each organization. It also allows them to focus on issues, not personalities.

RECOMMENDATION

Recommendation 2-4:

Appoint a community-based task force charged with coordinating with the Bath County Board of Supervisors and BCPS School Board to collaboratively develop a memorandum of agreement for shared services.

The implementation of this recommendation should result in the appointment of a community-based task force charged with the drafting of a memorandum of agreement or resolution to be jointly adopted for the purpose of guiding the development and assessment of joint services between BCPS and the board of supervisors.

This process can bring the two boards closer together and result in developing important common ground for agreeing on actions beneficial to all. Accomplishing this should be

an important step in resolving conflict and building mutual respect for the responsibilities each is assigned by Commonwealth of Virginia law.

The resolution should place responsibility for developing recommendations for shared services with the task force. This task force then should play a major role in overseeing coordination of the resolution's implementation. (Shared services could be formalizing the recreation department's usage of the elementary school.)

MGT consultants suggest the following protocols for the appointment of members to this task force:

- A total of nine voting members only two of whom may be members of any locally elected body, none employed by either the board of supervisors or the school board, and none employed by any major supplier of goods or services to either the board of supervisors or BCPS;
- Two appointed by the board of supervisors;
- Two appointed by the school board;
- One each, member of the board of supervisors and school board; and
- Three members appointed by the Board of Directors of the local Chamber of Commerce.

The county manager and the superintendent of schools are to serve as administrative liaisons to the task force, providing such information as is necessary to carrying out their assignments. Upon adoption of a resolution or memorandum of agreement, the task force should be reconvened to fulfill its mission of establishing recommendations on shared services. The types of services that should be examined could include the following:

- building and grounds maintenance
- warehousing
- legal services
- capital projects management
- grounds services
- courier and mail services
- technology applications
- records management
- risk management including related training
- staff development
- surplus property/storage/disposal
- fleet maintenance
- workers' compensation
- purchasing/procurement
- recreation
- human resources, and
- possibly others

Such a memorandum of agreement should provide for:

- the authority to the task force to make recommendations on shared services and coordinate the implementation of all aspects of the resolution or memorandum of agreement;
- a protocol for the review of potential shared services including team member selection, community representation, requirements to identify all pros and cons (factors supporting and constraining factors), and process for resolving conflict;
- the development of a realistic plan of action with thoroughly developed procedures for implementation and management of shared services;
- a process for resolving disputes, by an outside neutral party, that may arise during the implementation of a shared service and during the term of its existence;
- an expressed understanding of the responsible coordinating agency and department within the assigned agency;
- a specific provision for funding and other needed resources;
- requirements for evaluation of those shared services that are developed including time-lines and benchmarks for assessment; and
- other considerations as deemed necessary.

The concept of involving local business representatives along with county and division personnel has been employed as one possible means of ensuring the successful development of needed agreements to guide shared services development. The development and sign-off should create a spirit of cooperation for saving money and improve the political tension between the board of supervisors and board.

FISCAL IMPACT

This recommendation could be accomplished with existing resources and at no additional cost to the Division.

FINDING

BCPS School Board meeting records are not maintained in a fire, water, disaster protected storage area and, consequently, could be easily destroyed.

Important school board records of meetings and supporting (supplemental minutes) are prepared by the deputy school board clerk and placed in a regular storage hallway that is not fire rated and no other backup copy of important proceedings is maintained in any other medium and safeguarded from potential disasters (tornadoes, floods, etc.), however, for about fifteen years the superintendent's secretary and deputy school board

clerk have been maintaining electronic copies of agendas and agenda information on a computer, but no backup data are kept in secured storage.

Fire 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

Recommendation 2-5:

Provide fire-rate storage for valuable BCPS School Board meeting records.

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 would not be lost in the event of a severe catastrophe.

Current board agenda 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 fire-rated small secured 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 storage file cabinet and one small, lockable fire-rated safe-box. Office suppliers have file drawers meeting these requirements for approximately \$1,300 and stores such as Wal-Mart offer safe-box that could easily contain over 100 CDs at less than \$70. The total one-time cost for this implementation of this recommendation could be \$1,370.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Purchase One Four-Drawer, Fire-Rated Lockable Storage 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

2.3 Policies and Procedures

The development of policy and procedures constitutes the means by which an organization can communicate expectations to its constituents. In addition, adopting policy 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 legal basis for the allocation of funds, facilities, and other resources;
- facilitating and guiding the orientation of the school board members and employees; and
- acquainting the public with, and encouraging citizen involvement within, structured guidelines.

Policy 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; and

- grievance, dismissal procedures, and other procedures as prescribed by the General Assembly and school board.

Each division school and the public library has a copy of the BCPS policy manual. The policy manual has been placed on intranet.

Generally, the board addresses policies as a total group. Policies are presented for adoption and reading at a regular meeting, and then acted upon at the next regular meeting. Rarely are policies adopted at the first reading. Policies are overseen and managed in the office of the Director of Instruction and Personnel by the secretary assigned to that office. The official policy manual is located in the superintendent's office.

The policies have been codified using the NSBA model with specific model policy language procured from VSBA. The policy manual is composed of 12 chapters or major classifications denoted as sections with each section containing a detailed table of contents. Individual policies are coded within these A-L sections (chapters). The manual contains alphabetical subject and topical indices in the front of the document following an overall table of contents.

Exhibit 2-3 presents the BCPS policy manual classifications (chapters), titles, and policy codes.

**EXHIBIT 2-3
BATH COUNTY PUBLIC SCHOOLS
SCHOOL BOARD
ORGANIZATION OF POLICY HANDBOOK**

CLASSIFICATION	SECTION TITLES	POLICY CODES
	Table of Contents	n/a
	Topical Index	n/a
	Code Finder Index	n/a
A	Foundations and Basic Commitments	AA - AFA
B	School Board Governance and Operations	BB - BHE
C	General School Administration	CA - CMA
D	Fiscal Management	DA - DO
E	Support Services	EA - ET
F	Facilities Development	FA - FG
G	Personnel	GA - GDQ
H*	Negotiations	None
I	Instructional Program	IA - INDC
J	Students	JB - JP
K	School-Community Relations	KA - KQ
L	Education Agency Relations	LA - LI

Source: BCPS School Board Policy Manual, February 2006.

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

Exhibit 2-4 shows the revision status of BCPS School Board policies. As can be seen, all provisions in the policy manual have been reviewed or adopted within the required time limits of Commonwealth law. However, during 2006-07, the process of review will have to begin a new cycle commencing with those reviewed or adopted in the 2001-02 era.

FINDING

The school board has a contract with VSBA for a policy updating service designed to assist the division in maintaining a current manual in compliance with Commonwealth of Virginia law at a very economical cost.

The annual cost for this update service is \$1,480. This compares with outsource services fees that range from a low of \$4,000 to as high as \$12,000 or more annually.

COMMENDATION

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

EXHIBIT 2-4 REVISION STATUS OF BCPS BOARD POLICIES APRIL 2006

CHAPTER	TITLE	NUMBER OF POLICIES EXAMINED	NUMBER OF POLICIES ADOPTED/UPDATED/RESTATED IN:		
			2001-04	2004-05	2005-06
A	Foundations and Basic Commitments	12	3	7	2
B	School Board Governance and Operations	38	27	7	4
C	General School Administration	15	11	3	1
D	Fiscal Management	17	12	3	2
E	Support Services	27	21	6	
F	Facilities Development	5	2	3	
G	Personnel	83	59	12	12
H	Negotiations *	0			
I	Instructional Program	84	58	16	10
J	Students	90	57	26	17
K	School-Community Relations	34	26	6	2
L	Education Agency Relations	16	8	3	5
TOTALS		421	284	82	55

Source: BCPS School Board Policy Manual, February 2006.

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

FINDING

Bath County Public Schools has placed the policy manual on its Intranet site along with readily accessible forms that are referenced in policy.

MGT's review of documents found that a total of at least 14 copies of the policy manual are available throughout the division and county consistent with Policy BF, BCPS School Board Policy Manual, which prescribes that hardcopies of the manual shall be available to the parents and public in each school and public library.

Whenever new or revised policies are developed, hard copies of the revisions are printed and distributed to all policy manual holders and placed within the Web site document.

COMMENDATION

BCPS is commended for having a user-friendly policy manual and related forms and procedures placed on the division's intranet site.

FINDING

School board policies are codified in an alphabetical system as previously noted in Exhibit 2-3. The Commonwealth of Virginia Statute 22.1-253.13:7 provides a variety of policy provisions that the school board must address and include in its policy manual.

Exhibit 2-5 shows samples of required state provisions that are addressed in the updated policy manual along with the specific codes.

EXHIBIT 2-5 SAMPLE COMMONWEALTH OF VIRGINIA REQUIRED POLICY TOPICS AND RELATED BATH COUNTY PUBLIC SCHOOLS SCHOOL BOARD POLICY

REQUIRED TOPIC	APPLICABLE POLICY
Selection and evaluation of all instructional materials	IM, 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	JED, JFC, JFCB, EEACC
School-community communications and involvement	KA, KC, KD, KG, KM
Guidelines encouraging parents to provide instructional assistance to their children	IGBC, IKA
Procedures for handling challenged and controversial materials	KLB

Source: BCPS School Board Policy Manual, April 2006.

Additionally, federal law and related regulations require that local boards of education include other provisions. Some relate to IDEA, labor standards, *No Child Left Behind*,

Family Medical Leave, and other topics. However, at present, school board members and school division personnel cannot easily identify those policies that are a result of these requirements. If 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.

RECOMMENDATION

Recommendation 2-6:

Assign an asterisk to school board policies that are required by Commonwealth of Virginia code and other controlling regulations so they can be easily identified.

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 designation should enable school board members, central office personnel and school-level employees, as well as other stakeholders to know 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 cost to Bath County Public Schools.

FINDING

A central listing of policy referenced handbooks and other documents is unavailable.

The policy and procedures manual contains a number of references to procedural documents related to policy implementation but it is difficult to obtain these when needed. For example Policy AC references nondiscrimination and could identify related division documents that support the policy; KG identifies a facilities use procedure and use fees document that must be developed by the superintendent and is included in the manual; DJA, purchasing controls; and CF, School Building Administration, references severe weather and disaster plans. To obtain some of these documents a person would have to visit several offices, consuming large quantities of valuable time and effort.

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

RECOMMENDATION

Recommendation 2-7:

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

Creating this document should provide BCPS with a compilation of important procedures and operation manuals, handbooks, and other materials. Also, this provision should serve as a valuable tool for the orientation of new school board members as well as new school division personnel. Some school systems have included in their policy manual such a provision within the equivalent Section B, *School Board Governance and Operations*.

This provision may be phrased as follows:

SCHOOL BOARD AND SCHOOL SYSTEM PLANS AND PROCEDURES

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

Within this portion of the policy manual, the titles of various documents could be listed. This list should become an important resource for school board members and employees to understand the extent of activity and responsibilities involved in managing a complex organization.

Exhibit 2-5 provides a partial listing of the types of documents often included in such a document. Upon the cyclical review of policies as required by Commonwealth code, the development and adoption of the list of documents and a series of hot links should be created between the policy manual and related documents. This action should result in providing the policy manual user easy access to other related information thus increasing user efficiency by reducing time required to locate needed documents.

FISCAL IMPACT

This recommendation could be accomplished with existing personnel and at no additional cost to BCPS.

2.4 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 with outside firms or attorneys. In the latter situation, some school systems, particularly those in urban areas, can secure the services of a single, large, diversified firm while other systems 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 factors include due process activity associated with disciplinary proceedings, complicated issues related to special education students, risk management matters, and a variety of other issues. Areas of special education and student disciplinary activity are particularly troublesome and require special legal expertise. These areas are typically complicated by the complexities of federal requirements and the relationship to local and state regulations coupled with the school system's need to maintain an orderly educational environment.

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

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

**EXHIBIT 2-5
SAMPLE LIST OF PROCEDURAL, OPERATIONAL, PLANNING
AND OTHER DOCUMENTS**

Administration

Crisis Management Plan(s)
Emergency Plan
Employee Handbook(s)
Facility Use Fees
Strategic Plan
Staff Development Plan
Safety Plan
General Outline of Revenue and Meal Accountability Procedures
Human Resources Management and Development (HRMD) Plan
Capital Project Priority List
Transportation Procedures Manual
Food Service Procedures

Instructional & Student Services

After-School Child Care Program Manual
Code of Student Conduct
Testing Procedures Manual
Alternative Education Plan
Instructional Material Manual
Instructional Technology Plan
Limited-English Proficient LEP Plan
Manual for Admissions and Placement in Special Education Programs
Student Graduation Requirements
School Handbooks
School Health Procedures Manual
School Improvement Plans
Special Programs and Procedures Manual
Student Education Records Manual
Student Services Plan
Truancy Plan

Add other documents that are available

Source: Created by MGT of America, April 2006.

FINDING

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

The Exhibit 2-6 shows the expenses as reported to MGT consultants for a three-year period, but not including the last three months of 2005-06.

EXHIBIT 2-6 LEGAL EXPENSES 2003-06 SCHOOL YEARS

VENDOR	2003-04	2004-05	2005-06*	TOTAL
Reed Smith	\$490.75	\$1,255.20	\$641.80	\$2,387.75
John Singleton	\$5,850.00	\$2,632.50	\$2,070.00	\$10,552.50
TOTAL	\$6,340.75	\$3,887.70	\$2,711.80	\$12,940.25

Source: BCPS Business Office, April 2006.

* Through 1/6/06

Assuming that 75 percent of the legal costs have been realized for 2005-06 as of the April 2006 accounting, we could reasonably expect costs for 2005-06 to be approximately \$3,615.00 or total \$4.80 per student.

This steady pattern of declining legal expenses is unusual in the current climate of litigious activity. A steady student enrollment pattern over the three years has helped contain the costs, but the efforts of the school board and administration must be commended.

COMMENDATION

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

FINDING

The BCPS School Board does not have a written contract with its attorney outlining fees and conditions for 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.

An examination of school board minutes for January 3, 2006 show the approval of the board's attorney, but without any reference to fees or other conditions.

While the costs for legal services are kept to a minimum as reflected in Exhibit 2-8, 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

Recommendation 2-8:

Establish a written BCPS School Board approved contract for legal services and annually assess those services.

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 fees for attorney, paralegal, clerical assistance, expenses, and other cost items. Additionally, the types of services to be provided including attendance at board meetings and student hearings, consultations, contract reviews, and other matters should be addressed. The contract should state if on retainer or simple hourly fee basis or combination and provide for a termination clause.

Additionally, the board should establish a cycle for assessment of legal services.

FISCAL IMPACT

This recommendation can be accomplished with existing resources and at no additional cost to Bath County Public Schools.

2.5 Organization and Management

Section 2.5 reviews the BCPS organization, decision making, management, planning and accountability, public information, and school organization and management functions.

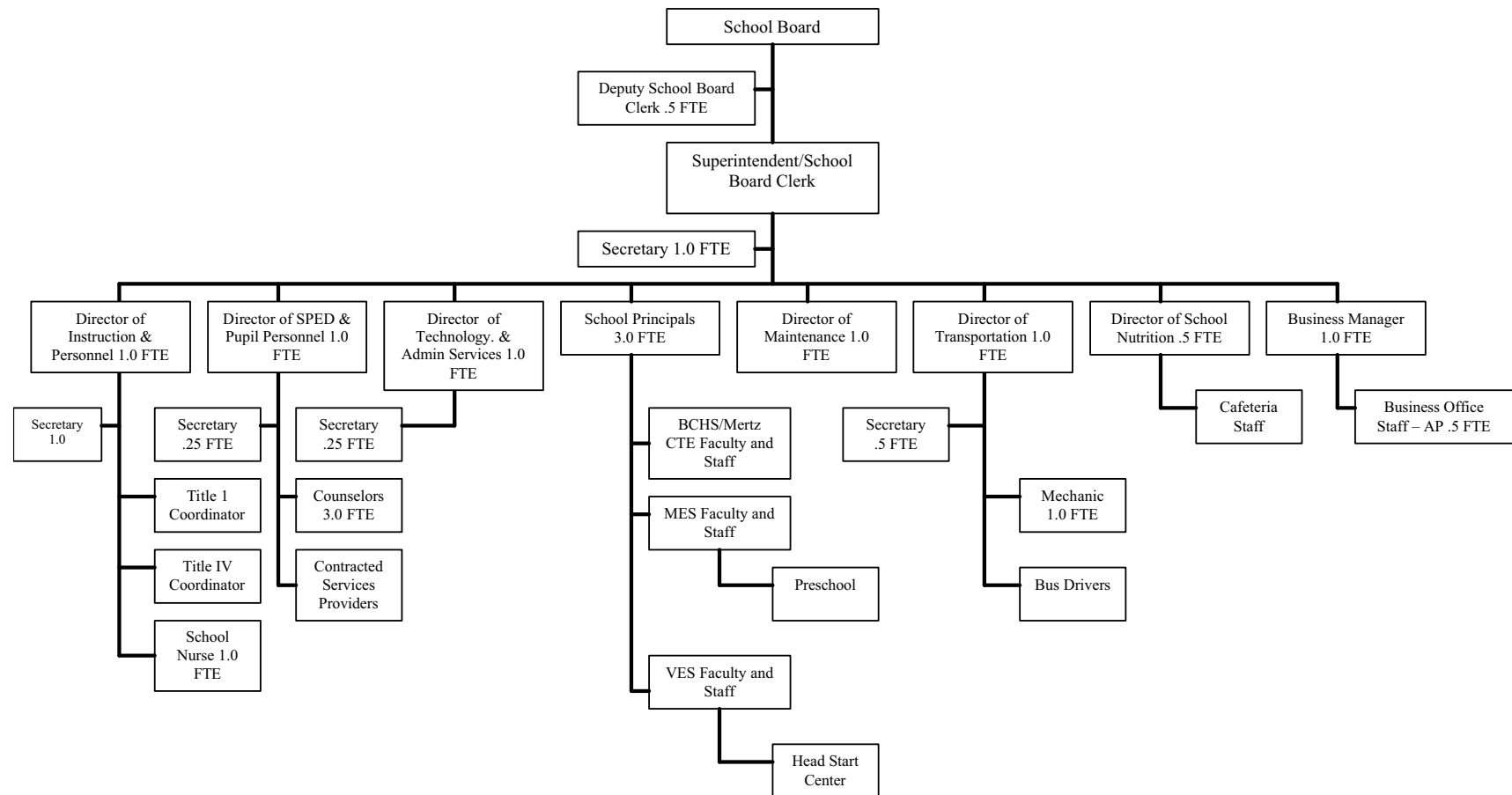
2.5.1 Division Organization

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

Bath County Public Schools has one primary layer within the central office. This minimum of one layer should facilitate ensuring effective and efficient communication of information and decisions through the system and to its public; however, they create special challenges because of some broad spans of control and responsibility. Each administrator and secretary in central administration is responsible for multiple job tasks and responsibilities. Maintaining a minimum number of layers requires the system 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 very diligent in not increasing the number of employees at the central office, although there are instances where additional personnel would be a valuable addition.

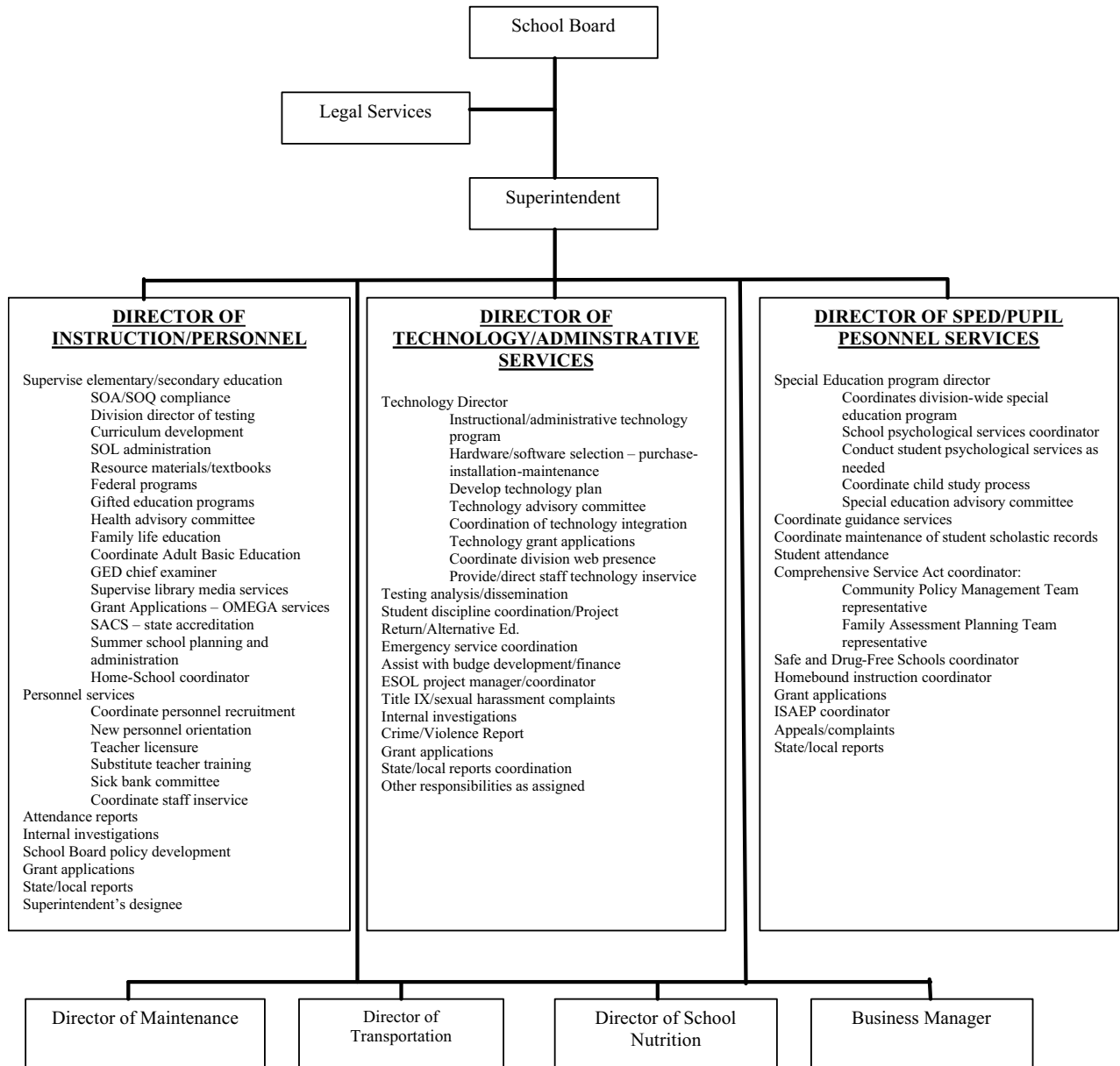
As is reported in this section, BCPS is a relatively traditional organization as shown in Exhibits 2-7 and 2-8. Exhibit 2-7 shows the organization as it existed during the on-site review. Exhibit 2-8 shows the current assignment of functions within the central office organization. As shown in Exhibit 2-8, the primary layer of central office authority under the superintendent is shown.

**EXHIBIT 2-7
BATH COUNTY PUBLIC SCHOOLS CURRENT ORGANIZATIONAL STRUCTURE
APRIL 2006**



Source: BCPS, Office of the Superintendent, 2006.

**EXHIBIT 2-8
BATH COUNTY PUBLIC SCHOOLS
FUNCTION ASSIGNMENTS
APRIL 2006**



Source: BCPS, Office of the Superintendent, 2006.

Exhibit 2-8 shows the current assignment of functions to each of the major departments. As shown, the following assignment/alignment issues exist:

- Facilities and maintenance are under the direction of the Director for Maintenance, who is the only person hired by the school district;
- Purchasing is conducted among all of the departments;
- Human resources functions and curriculum are under the direction of the Director of Instruction and Personnel;
- Food services is lead by a half-time director;
- Insurance and risk issues are shared among departments including student insurance in the superintendent's office, and benefits are taken care of in the Business Office; and
- The student services functions including nurses, psychologists, guidance, student hearings and transfers are split between the Director of SPED/Pupil Personnel and the Director of Instruction/Personnel.

FINDING

The superintendent has overseen a natural evolution of functions to the present organization structure of various departments of the central office since his appointment, resulting in focusing on individual's strengths and on improving services to schools and other issues. However, the superintendent has a total of 12 direct reports including the Deputy School Board Clerk and a secretary, five directors, the Business Manager, and three principals.

The Director of Instruction and Personnel wears two very large and difficult hats. In a school district of larger student enrollment, these functions would be split between two individuals. The director on the curriculum side serves as the division director of testing, SOA/SOQ compliance, curriculum development, SOL administration, resource materials/textbooks, federal programs, gifted education, health advisory committee, family life education, coordinates adult basic education, GED chief examiner, supervises the library media services, handles grant applications – OMEGA system, SACS – state accreditation, summer school planning and administration, and home-school coordinator.

On the human resources side of the position, the director coordinates personnel recruitment, new personnel orientation, teacher licensure, and substitute teacher training. The director also serves on the sick bank committee and coordinates staff in-service.

Other hats worn by this individual is the position of superintendent designee when the superintendent is out of the district, attendance reports, internal investigations, school board policy development, and state/local reports.

The Director of Technology/Administrative Services also wears two hats handling the technology issues of the district and many general administrative duties. As the technology director, he selects all the division's hardware and software (purchases, installs, and maintains), develops the technology plan, technology advisory committee, coordinates the technology integration, does the technology grant applications, coordinate the division's Web presence, and provides/directs the staff technology in-service.

The administrative functions for which he is responsible consist of testing analysis/dissemination, student discipline, Project Return, alternative education, emergency services, budget development, ESOL project manager/coordinator, Title IX, sexual harassment complaints, internal investigations, crime/violence report, grant applications, and state/local reports coordination.

The Director of Pupil Personnel Services and School Psychologists has numerous responsibilities under his direction. As director in special education, he coordinates the divisionwide special education program, school psychological services coordinator, conducts student psychological services as needed, coordinates child study process, and the special education advisory committee. In addition, he coordinates the guidance services, student attendance, coordinates the maintenance of student scholastic records, is the homebound instruction coordinator, the safe and drug-free schools coordinator, ISAEF coordinator, handles appeals and complaints, is the Comprehensive Services Act coordinator, and handles state/local reports.

The additional director positions will be covered in this report in their specific area of concentration. This includes the Business Manager, Director of Maintenance, Director of School Nutrition (.5 FTE), and the Director of Transportation.

The multi-tasking that the administrators must assume is also a part of the duties of the four secretaries who serve central office. Each secretary must do multiple tasks and in several instances, report to different individuals to complete their assignment.

The superintendent's secretary has the following functions as part of her assignment: superintendent's memos, division goals and objectives, administrative staff meeting agenda, budget development, health insurance surveys, CIP preparation, construction costs, calendar committee, advisory committees, non-resident student applications, GED administration, kindergarten testing, BSBO forms, report cards, business cards, school bus regulations brochure, milk bids, school board meeting agenda, newspaper contact about agenda, cafeteria menus, newspaper and website, bus route schedules, snow routes, calendar updates, board room calendar, annual teacher/subject list, and all telephone, correspondence and filing.

The Deputy School Board Clerk has the following functions as part of her assignment: prepare board room or other meeting location, attend board meetings and work sessions, maintain board agenda, official board minutes, board meeting notebooks, VSBA conference registration and reservations, order law book updates, get statement of economic interest forms from all board members, get the clerk and deputy clerk oath, school board appreciation month, and the VSBA region student art forum. In addition, a large portion of her time is spent in the area of transportation providing: travel schedules for the entire year, annual vehicle list update, bus driver in-service which also includes first aid and CPR training, bus driver notebooks, bus driver physicals, safety and

compliance (drug and alcohol testing), report for DOE, report for state police, report for crash report, payroll, VAPT emergency contact lists, order inspection station stickers, DMV records, and bus driver contracts (including safe driving supplement.) Additional responsibilities include fixed assets list, fuel bids, petty cash, and handling telephone, correspondence, and filing.

The secretary serving the Office of Instruction and Personnel also does multiple jobs. Her tasks in instruction include: textbooks (adoption, samples, orders, distribution), curriculum support, instructional materials (order and prepare), in-service activities (new teacher orientation, substitute teacher, preschool workdays, etc.). In personnel, she has the following responsibilities: hiring (job postings/advertisements, applications, applicant correspondence), background checks and health screening, new hire report, licensure workshop(s), licensure (applications, certificate renewals, upgrades, name changes), employee recognition (service and retirement), substitute lists, calendar of 12 month employee leave/absences, personnel directory, personnel evaluation forms, and personnel files. She also prepares recruitment registrations, develops information packets and display materials. This office also keeps board policy current by attending policy workshop(s), doing policy updates both paper and electronically. Attendance reports for day 5, 10, 5, monthly, and yearly are prepared in this office. Overall functions: paper order (division), office Xerox machines, and telephone, correspondence, and filing.

The secretary serving the Business Office has her job split half-time in the Business Office, .25 for the SPED and pupil personnel director, and .25 for the Director of Technology and Administrative Services on paper. In reality, a very large portion of her time is spent in the Business Office. For special education, she performs the following functions: Rights and Procedural Safeguards booklets, IEP on-line, SPED progress reports, exit reports, December 1 Child Find, annual plan, SPED preschool grant, SPED flow-through grant, and RFBD contract. For technology, she orders and inventories equipment/supplies. A large portion of her time is spent with accounts payable. For the Business Office, in addition to accounts payable, she does employee checks, revenue reports, personnel absence/leave records, first aid/CPR training, and the telephone, correspondence, and filing.

The current organization structure and assignment of functions can easily lead to miscommunications and difficulties in coordination of the various related functions that are dispersed among the departments.

RECOMMENDATION

Recommendation 2-9:

Clarify the organizational chart to more clearly reflect the structure of the organization.

Implementing this recommendation should result in moving the Deputy School Board Clerk noted in Exhibit 2-7, on the organizational chart, to the space directly across from secretary 1.0, and replacing the spot vacated by the Deputy School Board Clerk with Legal Services.

An organizational chart should clearly describe the structure of the school district and what the functions are and who they report to in the school district.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

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

The current superintendent is in his seventh year of service as executive officer in BCPS. The superintendent's current contract, recently renewed for a four-year period, provides the terms and conditions for employment. The contract includes specific provisions for benefits and compensation increases consistent with those of BCPS teaching employees. Additionally, the BCPS School Board provides automobile use for school business. The contract in all respects is consistent with Commonwealth of Virginia law and sound business practice.

FINDING

The BCPS Comprehensive Plan is developed primarily by the staff of the school district and presented to the BCPS School Board for adoption. It lacks community-based input which would give it more validity and dissemination throughout the school district.

The BCPS Comprehensive Plan 2005–2006 is current and is complete with mission statement, goals and objectives, strategies, key initiatives, assigned personnel, resources, and performance measures. The plan also contains the specific provisions for technology, gifted program, special education, and career and technical education.

The schools also have two-year plans reflecting the school board goals and objectives, reflecting an important relationship between school and division plans. However, the community input factor is lacking in the division plan.

RECOMMENDATION

Recommendation 2-10:

Follow the board-adopted Policy AF more closely and obtain more community involvement in the development of the Comprehensive Plan.

Implementing this recommendation should result in important community input in the division planning process. Having community involvement gives an opportunity for buy-in and ownership on what the school district is trying to achieve.

Each school board member should appoint a citizen from their representative area to serve in the development of the Comprehensive Plan. Board Policy AF says that the comprehensive plan “will be developed with staff and community involvement and will include, or be consistent with, all other division-wide plans required by state and federal laws and regulations.”

By having citizens serve on this planning committee, greater communication of what the school district and school board are trying to achieve will be known by the public.

FISCAL IMPACT

There should not be any additional cost created by adding five citizen members to help develop the comprehensive plan.

FINDING

The superintendent leads and manages the division through a series of core groups, including the administrative staff meetings, superintendent's advisory committee, and the office staff meetings; however, there is evidence that strategies could be employed to improve communications.

The superintendent's administrative staff meetings are held twice a month with the three principals and directors in the central office. There is an agenda, but no votes are taken and no minutes are kept of these meetings. Other administrators are invited when the agenda item would be of concern to them.

The superintendent's advisory committee is composed of one teacher from each of the three schools. Meetings are held once a month. The superintendent generally shares an overview of items that he feels will be of interest to the teachers and then allows them to share what is occurring at their school.

The superintendent's office staff meeting occurs following a school board meeting. This meeting is for all personnel housed in the central administration building and consists of sharing what happened at the previous school board meeting. This has been especially effective in getting out a consistent message of board actions.

The superintendent holds meetings with the principals on an as-needed basis.

Somewhat paradoxically, even with this number of contacts with various division groups, MGT consultants' discussions with groups of employees, the survey of BCPS administrators, principals, and teachers that was conducted as part of this performance audit, and, in particular, the citizens forum, numerous instances of lack of employee understanding of actions and communications by the superintendent and administration arose.

Teacher responses in the BCPS survey were overly negative when responding to items such as school board members' knowledge of the education needs of students in the district, board members' knowledge of operation in the school district, board members' work at setting or revising policies for the school district, and the school district superintendent's work as the educational leader of the school district.

Three important strategies may be considered to deal with these issues and the employee survey responses that are not as strongly supportive of the divisions as is desirable.

RECOMMENDATION

Recommendation 2-11:

Organize and implement three strategies to improve communications within BCPS and monitor organizational health.

The implementation of this recommendation should involve consideration of each of the following three strategies:

- First, an annual survey of all employees to determine the organizational health of the organization is needed. Researchers, Hersey and Blanchard have developed instruments that have proven useful to many school organizations. The information yielded by this survey should guide the leadership in making important decisions regarding internal communications, overall short term planning, and other matters related to organizational health;
- Second, revamp the meetings structure. Create a support workers (food service, maintenance, custodial, and transportation) roundtable. Eliminate the formal, prepared agendas and instead be more informal, yet produce reports of discussions. It is possible that a formal agenda for the roundtable discussions has an unintended consequence of “dampening” conversation and minimizing discussion of topics that may really be on the minds of employees; and
- Third, reorganize the bi-monthly director’s meeting to a weekly session with a focus on organizational health and other recommended areas. Prepare to review these discussions with the Advisory Committee in its monthly meetings.

The superintendent and the directors, as the key leadership group, should perform the following functions:

- coordinate all planning development;
- review projections and alternative “what if” analyses as part of long-range planning;
- establish and maintain focus on mission, goals, and related initiatives of the system;
- analyze and interpret data to ensure that decisions are based upon accurate and complete information;
- ensure community involvement;
- monitor internal communications to ensure effective communication of decisions and related information;
- communicate the vision of the organization to all stakeholders;

- guide program evaluation;
- engage in orchestrating the specific and purposeful abandonment of obsolete, unproductive practices and programs;
- maintain focus on continuous division and school improvement;
- monitor the division's organizational climate; and
- coordinate the development and equitable allocation of resources (fiscal, personnel, facilities, technology, etc.).

Decisions should be based upon the best information available and have appropriate input. Day-to-day operation decisions would rest with the administrators responsible for their respective units and departments. Within the organizational plan, the members would maintain effective, frequent communications (almost daily) to ensure consistency and effective monitoring of activities. The superintendent would continue to maintain daily communications with various key administrators.

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

Planning should become the centerpiece of activity from the perspective of responsibility for ensuring that all related planning processes and effective plan monitoring are ongoing processes.

The sophisticated development of this process should contribute information that can drive the school system's planning and accountability implementation processes.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

FINDING

In the administrators' response to the BCPS survey concerning community relations, they reported that it needs major improvement.

In addition to survey responses, several comments at the community input session indicated that more visibility by the top leader (superintendent) of the school district is needed.

MGT consultants recognize the difficulties in managing the modern school system and maintaining important visibility with employees, students, and citizens. However, the demands of the position require attention to this important detail.

RECOMMENDATION

Recommendation 2-12:

The superintendent should begin a written monthly employee communication that shares with all employees the state of the district and with items of employee interest and develop a system for increasing visibility.

By utilizing the directors and himself, a small one or two-page communication document could be produced each month that would not take much additional time. The effort and time should be rewarded by getting the same message to all employees.

Additionally, the superintendent should consider scheduling more routine “walk-throughs” that permit him to compliment personnel for the many fine acts that occur daily in the school division. This on-going type of recognition is important to personnel.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

FINDING

When responding to the BCPS survey question, “School-based personnel play an important role in making decisions that affect schools in this school district,” teachers gave this item very low marks.

The geography of the district makes it difficult to call meetings involving large numbers of staff, therefore, it is very important that the leadership make the effort to get to the staff involved in important decision areas. Involvement can be as simple as meeting periodically with a school’s representatives to discuss issues of concern.

RECOMMENDATION

Recommendation 2-13:

The superintendent should visit each school’s principal advisory committee once each semester.

Implementation of this recommendation should contribute to accomplishing Recommendation 2-10, as well as providing an important avenue for teachers and others to provide input to the superintendent.

Visiting the principal advisory committee should give the superintendent more visibility and allow him to hear what the faculties are talking about at the individual schools. This will also give him additional information when district-wide decisions are made.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

FINDING

The personnel of the school division report that the local newspaper tends to focus on the less positive news and does not often recognize the many good things that are occurring in the division.

It is a good practice by superintendents to take advantage of opportunities to get the positives of the school division before the public. One vehicle for this is the local newspaper.

Throughout the United States, superintendents on a regular basis, provide informational news releases and items for the local paper, and in many cases a formal monthly publication. This not only allows the superintendent to express opinions and get the good news out, it represents another form of visibility.

RECOMMENDATION

Recommendation 2-14:

The superintendent should prepare a monthly article “Superintendent’s Corner” for the local newspaper emphasizing the positives of the Bath County Public Schools.

Implementation of this recommendation should result in the superintendent and board chairperson contacting the local news media and offering to provide a weekly column on school matters.

Getting the positive effort of the teachers, students, and administrators before the entire public of Bath County should be of special interest to the superintendent and BCPS School Board. It appears that the local newspaper would be receptive to this recommendation.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

FINDING

The superintendent’s advisory council membership includes one teacher from each school in the division.

Since there are only three schools, there is limited school-level membership on the council. By adding non-certified employees, membership would be expanded and a broader range of topics and concerns could be dealt with on a regular basis.

RECOMMENDATION

Recommendation 2-15:

The superintendent should expand the membership of the superintendent's advisory council to include non-certified personnel and other personnel.

Implementation of this recommendation should increase representation on the council. By expanding the membership on the superintendent's advisory council there will be a broader base representing more school district functions. Such areas as secretarial/clerical, guidance, media, support services should be considered.

This should help get the message out that the administration is listening and that they are a team.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

FINDING

The superintendent does not have a student advisory group while many small school systems employ such a group as an additional means of maintaining effective communications with students.

It is standard practice for superintendents to get student input from the high school level. This student input is very valuable as many management topics are dealt with throughout the district. Students can give important input on many issues and many times can prevent the issues from becoming major problems. This also would add to the superintendent's visibility throughout the school district.

RECOMMENDATION

Recommendation 2-16:

The superintendent should initiate a student advisory council at the high school.

A monthly or quarterly student advisory council composed of four members from each class in the high school and the principal will give students an opportunity to share their student life with the superintendent. A student from the group could prepare and deliver a report to the BCPS School Board after a meeting was held.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

FINDING

The quantity of e-mail received by the superintendent at his e-mail address is not yet as excessive as to impede his fulfillment of responsibilities; however, increases could become a detriment.

The superintendent's secretary also serves as the school board agenda preparer and information gatherer, and in this role she processes all superintendent's office incoming mail, preparing responses for his review and approval.

The superintendent processes his own e-mail and, as is appropriate has his secretary prepare responses or take assigned action. MGT consultants have observed in other divisions and school districts that e-mail review and response can become a very time-consuming activity for the executive officer and that strategies for reducing the amount of time involved can become very important to maintaining effective use of time.

RECOMMENDATION

Recommendation 2-17:

Monitor the quantity of e-mail correspondence received by the superintendent at his assigned e-mail address and assess the time spent processing.

The implementation of this recommendation should result in the superintendent's secretary monitoring the time the superintendent must commit to processing his e-mail. The superintendent's secretary should do this on a random day basis and maintain a record of her findings. At the point that the superintendent is committing more than 30 to 45 minutes a day to this activity consideration should be given to assigning the e-mail processing function to the Secretary to the superintendent. This action should not increase other contacts with the superintendent since the Secretary would be responding in his name and would seek his approval for responses that are not routine matters.

Whenever this occurs the superintendent should acquire a second e-mail address to be provided only to those who must communicate directly with him. Such persons could include school board members, his leadership group, and other selected persons. This action then should result in freeing up superintendent's time for important work while still providing access by selected persons.

FISCAL IMPACT

This recommendation can be implemented at no additional cost to the division.

2.5.3 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 most recent 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.

Community involvement programs are essential for bringing financial resources and community support to schools and school divisions. Involved schools and school divisions strive to build and maintain effective partnerships with parents, area businesses, civic and faith-based organizations, and other concerned citizens, who provide valuable support for each student's academic success. Members of the community, including parents and grandparents, can offer needed volunteer services to the schools. Building and maintaining open lines of communication with parents and community members help in building long-term public support for its efforts.

FINDING

In a public forum conducted during the on-site visit, participants' comments were given relating to improving communications to the community and penetration of all areas of a very large (geographically) county as well as within the division.

A review of the Bath County Public Schools mission, goals, and objectives lists an objective that says "Enhance communication between and among students, parents, personnel (school level to superintendent), school board, board of supervisors, and community. The strategies listed are: conduct "reminder" assemblies for school rules and expectations (Student Code of Conduct) – opening of school and October; continue joint meetings of board of supervisors and school board; develop annual school division report to the community incorporating "School Report Cards" as required by NCLB and to meet local needs (SOQ); utilize a variety of communication methods: paper, email, eb site, news media, meetings between and among all division students, staff, and members of the community; and utilize chain of command – in both directions – to express concerns, make suggestions, or resolve problems. However, the entire listing is overwhelming and doesn't really contain the strategies necessary to reach the objective when it is considered in the context of one employee charged with oversight and, primary implementation. MGT consultants were unable to identify other personnel throughout the divisions with specific responsibilities for assisting in carrying out the strategies other than Web staff.

RECOMMENDATION

Recommendation 2-18:

Reorganize and prioritize the listing of strategies designed to improve communications and present to the superintendents' administrative staff for assignment of support responsibilities.

The implementation of this recommendation should result in formalizing the improvement of the internal and external communication program and include assigning support responsibilities to other division personnel. Accomplishment of this task and the implementation of prioritized strategies should contribute to improving the image of the division in the community as well as provide more effective channels of communication to all employees. This process should also lead to the following:

- updating the overall public information plan for the division and all schools as an outgrowth of the Division Improvement plan as it is reviewed and updated for 2006-07;
- developing a broad-based division community support initiative that is designed to reach into all areas of the county;
- coordinating the involvement of central office and school administrators in civic and other community organizations;
- providing for citizen and business recognition programs when such activity is warranted and may include the development of Golden Apple Teacher of Year Awards sponsorship that could have a community-wide impact;
- identifying an information liaison from each school;
- ensuring that photographs for press releases, brochures, and other materials to promote the division are taken;
- coordinating public information strategy/techniques training delivery to school personnel when needed;
- arranging for press conferences; and
- developing and coordinating production and distribution of internal and external publications and news releases.

This recommendation is designed to unify the public information/community relations dimension, and promote systematic coordination of related activity.

FISCAL IMPACT

This recommendation could be implemented within existing resources and at no additional cost to BCPS.

2.5.4 School Organization and Management

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

BCPS provides instructional programs to students in one high school (grades 8-12) and two elementary schools (grades PK – 7). The high school is staffed with a principal and assistant principal, activities/athletic, guidance, and library positions. Exhibit 2-9 shows data related to various positions in BCPS as compared to five peer divisions. As can be seen BCPS has fewer school-based administrators than the average for the peer divisions and more teachers and teacher aides than the average for the peers. However, BCPS has fewer guidance and librarians than the average for the peers and no

technology instructors. See Chapter 6 for discussion of educational services including guidance and libraries.

Exhibit 2-10 shows BCPS enrollment and the number of assistant principals, guidance counselors, librarians, and activities positions assigned to each school.

FINDING

The administrative and support staffing of BCPS is consistent with and meets all state standards. When the BCPS is compared to six school divisions in the Commonwealth of Virginia, the staffing ratios are generally higher than the average of the peer school divisions. This can be attributable the geography of the school locations, the organizational structure of the schools (PK – 7) (8 – 12), and in some cases, the difficulties of offering a full-curriculum to a limited number of students.

EXHIBIT 2-9 PEER SCHOOL DIVISIONS STAFF ANALYSIS PER 1,000 STUDENTS 2003-04 SCHOOL YEAR

SCHOOL DIVISION	STUDENTS AVERAGE DAILY MEMBERSHIP	PRINCIPALS/ ASSISTANT PRINCIPALS PER 1,000 STUDENTS	TEACHER PER 1,000 STUDENTS	TECHNOLOGY INSTRUCTORS PER 1,000 STUDENTS	TEACHER AIDES PER 1,000 STUDENTS	GUIDANCE COUNSELORS/ LIBRARIANS PER 1,000 STUDENTS
Bath County	784	5.10	107.77	1.28	22.32	7.84
Bland County	912	4.38	83.85	0.00	19.73	4.38
Craig County	697	4.45	81.36	0.36	20.95	5.74
Mathews County	1,281	3.90	76.04	0.23	34.36	5.47
Rappahannock County	1,024	3.90	83.56	0.00	24.41	4.88
Richmond County	1,211	4.96	70.98	0.00	14.48	4.96
Surry County	1,067	6.56	105.35	0.00	26.23	5.62
Division Average	997	4.75	85.81	0.27	23.21	5.56

Source: Virginia Department of Education Web site, 2006.

EXHIBIT 2-10 BATH COUNTY PUBLIC SCHOOLS ENROLLMENT AND SCHOOL PRINCIPAL AND ASSISTANT PRINCIPAL POSITIONS

SCHOOL	ENROLLMENT MARCH 2006	POSITIONS	
		PRINCIPAL	ASSISTANT PRINCIPAL
Elementary			
Millboro	164	1	
Valley	279	1	
Elementary Total	443	2	
Secondary			
Bath County High School	333	1	1
Secondary Total	333	1	
GRAND TOTAL	776	3	1

Source: Prepared by MGT from BCPS Central Administration, March, 2006.

* Includes Pre-K enrollment.

COMMENDATION

The BCPS School Board is commended for meeting all minimum Commonwealth school administrative staffing criteria as set forth in the revised Standards of Quality.

3.0 PERSONNEL AND HUMAN RESOURCES

3.0 PERSONNEL AND HUMAN RESOURCES

The Bath County Public School's (BCPS) management of personnel and human resources is reviewed in this chapter. The chapter is divided into the following four sections:

- 3.1 Organization and Management
- 3.2 Job Descriptions
- 3.3 Employment of Personnel
- 3.4 Employee Compensation

CHAPTER SUMMARY

BCPS is a small school division with just a little over 160 employees and three schools. The office of instruction and personnel, which oversees all instructional and personnel services has done exceedingly well in providing and maintaining services to its teachers and employees considering the number of responsibilities that this office undertakes. They are applauded for their work and devotion toward improvement of services. The office has implemented several initiatives to improve its professional development, its mentorship program, and its recruitment initiatives, which are all commendable and include:

- a survey of teachers to assess the types of professional development activities and programs that will best meet their needs;
- strengthening of its mentorship program piloted last school year; the creation of a mentorship training program called BEST (Beginning Educator Support and Training), and surveying mentors and mentorees to bring further improvements to the program; and
- increasing its efforts to recruit high quality teachers to BCPS in light of upcoming teacher retirements over the next five years.

However, there are areas of personnel operations that are in need of improvements in order to maintain a sound system of personnel and human resources management. Several areas are covered in this chapter and include such functions as:

- assistance needed in delivering personnel services;
- production of more timely and encompassing personnel reports to assist and support decisions that are to be made by central office administrators;
- delivery of a customer feedback survey;
- development of strategies and long-range plans for recruitment efforts; and
- reduction of teacher absences.

3.1 Organization and Management

The office of instruction and personnel is responsible for the oversight of instruction and personnel services. The instruction side of this office oversees the supervision of elementary and secondary education. The personnel side is responsible for:

- directing personnel recruitment;
- conducting new hire orientation;
- managing licensing and re-licensing of staff;
- administering the sick bank committee;
- hiring and training substitute teachers; and
- coordinating staff development activity.

The office is accountable for providing and maintaining a sound system of personnel and human resources management that complies with the Commonwealth of Virginia laws and is consistent with Bath County Public Schools' mission and policies

FINDING

The office of instruction and personnel that oversees the supervision and management of instruction and the delivery of personnel services is minimally staffed resulting in ineffective personnel practices.

A director oversees this office with the assistance of a secretary. In addition to the specific responsibilities for the delivery of personnel services as previously noted, the director is responsible for the delivery and supervision of:

- SOA/SOQ compliance;
- division testing;
- curriculum development;
- resource materials and textbooks;
- federal programs;
- gifted education program;
- family life education;
- Adult Basic Education;
- GED as the chief examiner;
- library media services;
- grant applications;
- state accreditation;
- summer school planning and administration; and
- home-school coordination.

Some additional oversight responsibilities of the director include attendance reports, internal investigations, school board policy development, and state/local reports.

The office of instruction and personnel is undertaking an excessive amount of responsibilities that depend on a staff of two to administer. When BCPS staff was interviewed prior to the MGT on-site review, several interviewees mentioned that this

particular office was understaffed for the two major functions that the office is assigned to manage.

The secretary is responsible for all clerical, bookkeeping, and accounting requirements associated with personnel and instruction. A list of duties of the secretary is shown in Exhibit 3-1.

**EXHIBIT 3-1
SECRETARY TO THE DIRECTOR
OFFICE OF PERSONNEL AND INSTRUCTION
DUTIES AND RESPONSIBILITIES**

Responsible for preparing, ordering, providing, overseeing and/or assisting the director with:

- adoption samples, orders, and distribution of textbooks;
- curriculum support;
- instructional materials;
- orientation of new hires, substitute teachers, and preschool workdays;
- job postings, advertisements, applications, applicant correspondence;
- background checks and health screenings;
- new hire report
- licensure workshop(s)
- licensure applications, certificate renewals, upgrades, name changes
- employee recognition of service and retirements
- substitute lists
- personnel directory
- personnel evaluation forms
- personnel files
- registrations for recruitment job fairs
- information packets and display materials for recruitment
- policy updates
- attendance reports
- ordering paper
- office Xerox machines
- filing
- director correspondence
- answering telephone

Source: Derived from a list of responsibilities of Central Office Secretaries provided by the Bath County Public School Division, April 2006.

The personnel function in school systems has a much larger role than ever before in the operation of the division because of the intense competitiveness of teacher recruitment, the importance of effective and accurate job descriptions, licensing and re-licensing of certified staff, staff development, and compensation. Several of these functions are neglected due to the minimally staffed office. Within this chapter some of these functions for sound personnel management are discussed and recommendations made.

RECOMMENDATION

Recommendation 3-1:

Employ a coordinator in the Office of Instruction and Personnel to provide assistance in carrying out responsibilities for the effective management of personnel and human resources services.

MGT recommends that a coordinator be hired to supervise the delivery of personnel services that in turn will relieve some of the oversight responsibilities of the director and administrative duties of the secretary.

The coordinator should be responsible for oversight of job descriptions, personnel records, certification/re-certification, personnel procedures, employee handbook, applicant and hiring processes, coordinating new employee induction and orientation, tracking evaluations, personnel forms, developing reports, and other personnel functions as assigned by the director. The person selected for the position should have some experience in human resources and have at least a bachelor's degree, preferably masters.

A job description should be developed for the position, the position posted by January 2007, and a person hired no later than July 2007.

FISCAL IMPACT

Since BCPS does not maintain an administrator salary schedule, the consultant relied on the review of administrative salaries that are currently in place. Those positions include directors, central office administrator, business manager, and school administrators. No coordinator position exists. The salary range for current administrative positions is from a low of \$40,000 to a high of \$68,000. Thus to determine a coordinator salary, the consultant fixed a salary of \$40,000, but this amount will eventually be dependent upon the outcome of implementation of Recommendation 3-2, if adopted, which calls for the development of an administrative salary schedule.

The 2007-08 cost could be \$50,800 - base salary of \$40,000 plus \$10,800 in benefits (27 percent). The total cost through 2010-11 could be \$203,200.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Employ a Coordinator of Personnel	\$0	(\$50,800)	(\$50,800)	(\$50,800)	(\$50,800)

FINDING

BCPS does not maintain easily accessible and effective personnel data for creating reports, resulting in a lack of quality information for the division to make informed decisions.

The consultant discovered in the process of analyzing data provided by the division that the data was not summarized, explained well, or was inefficiently and ineffectively captured. A request was made for a list of employee salaries but that information was captured in another requested report on employee absences over the past three years. The absentee data for the current year was presented on several spreadsheets according to schools and central office employees with salaries added at the end of each employee absentee record.

Teacher absenteeism could not be extracted easily from the spreadsheet as no title was given for each employee. The absentee record was formatted in the spreadsheet in such a way that the data could not be disaggregated for the number of absences due to sick, personal, and/or administrative leave. Nor could totals be accurately run for the number of days teachers were "absent from duty" since other employees were scattered throughout the spreadsheet.

Reports on teacher turnover, staff absences, employee salaries, and other pertinent personnel data cannot be easily captured to create reports or maintain historical data.

Accurate personnel data reporting to the school board, superintendent, staff, and community is necessary for the successful operation of the division. Divisions that can easily and accurately pull up current and historical data for analysis have in place systems that allow accurate reporting.

RECOMMENDATION:

Recommendation 3-2:

Review personnel data quarterly for accuracy and timeliness and revise reports to make available to executive staff information in an understandable format.

Concerted efforts to carefully review personnel and salary data should be made and effective summary reports should be created for the superintendent, executive staff, and auditors. Regular reviews of data should be scheduled. The office of instruction and personnel need the capacity to pull up data to create accurate reports. Historical data should be maintained to use for current comparisons.

FISCAL IMPACT

This recommendation does not have a fiscal impact but will require time and effort of staff to produce reports for analysis of data in making personnel decisions for the office of instruction and personnel or for the division.

FINDING

BCPS does not have a process in place to survey staff to evaluate the quality of services provided by the division.

The last survey was conducted in December of 2000 at which time employees and parents were surveyed. The Virginia Association of School Superintendents conducted a review of the division at that time, which included surveying staff and parents in

relationship to the strengths of the division, areas for improvement, and priorities that the school board and administration should address.

Feedback from employees can assist a school division in the delivery of more effective services. For example, a survey can answer questions like, “are employees satisfied with the division operations (the hiring process, for instance)”, “the placing of substitutes”, “personnel information delivered to employees”, “central office response time”, and a host of other services?”

Finding out from employees what they find valuable and what they do not can assist staff in redeveloping or refining the way in which they provide services. A customer satisfaction survey can help to accomplish this and provide valuable input for senior managers.

MGT found that this would be particularly valuable, as there appears to be some morale issues among teachers and dissatisfaction in the community in regards to division operations. MGT staff witnessed this during the public hearing that was held while staff was on-site for the efficiency review. Only by hearing from staff can the division take steps to rectify and resolve issues that affect the division and its mission.

RECOMMENDATION

Recommendation 3-3:

Develop and implement an employee feedback system to assist central office administrators and staff in evaluating the quality of its services and promoting improvement.

The office of instruction and personnel should undertake the responsibility to design a staff survey that focuses upon a series of questions designed to elicit feedback from employees (and possibly parents and the community) on division services including:

- What went well in 2005-06 in staffing and other services provided by the division?
- What services should be improved or changed?
- What are the expectations for employee relations?
- What suggestions are given for improving services to schools and employees?

Survey results should be used as a means for central office to evaluate performance both from an internal perspective as well as through its primary customers—the employees of Bath County Public Schools.

FISCAL IMPACT

This recommendation can be accomplished without a fiscal impact to the division. For staff, the office of instruction and personnel recently conducted an on-line professional

development needs assessment survey of teachers. Seventy-six (76) of 82 teachers responded. The on-line survey used Microsoft's SharePoint. The division has the means to distribute such a survey without incurring any expense.

3.2 Job Descriptions

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 important in defending workers' compensation and civil lawsuits.

FINDING

BCPS has no process for reviewing and updating job descriptions of the job descriptions available, very few show any indication of the date the job description was last reviewed.

In 2003, BCPS purchased generic job descriptions from the Virginia School Board Association (VSBA). At that time, the division was interested in updating descriptions and upon recommendation of the director of instruction and personnel, the school board voted to use the VSBA service. The VSBA provided the division generic descriptions for numerous types of positions, which are easily adapted to fit any position within the division. However, since 2003, only four BCPS job descriptions were updated using the generic description as template and guide. The revised job descriptions are well developed, structured, and dated.

However, other than the four that were provided, the remaining descriptions are not updated and no date is indicated if and when they ever have been. Regularly planned reviews are not conducted. Moreover, there is a variance in structure, components, and style. However, almost all pertinent data are included such as:

- title;
- qualifications;
- direct supervisor;
- job goal;
- major functions/performance responsibilities;
- terms of employment; and
- evaluation criteria.

The job descriptions do not include a date as to when they were developed or revised, nor do they include other pertinent information such as:

- school board action, if any;
- prepared by;
- approved by;
- work location name;
- telephone number; and
- personnel office review (with date).

Job descriptions require updating on a regular basis to make certain that they reflect the current status of the position. Since BCPS has no regularly scheduled review and no date listed on a majority of their descriptions, MGT could not determine if a job description was pertinent to the current responsibilities undertaken by the person now holding the position.

York County School Division in Virginia maintains well structured complete, and comprehensive job descriptions and has established an update process on a three-year cycle and could be used as a model.

RECOMMENDATION

Recommendation 3-4:

Revise and update all BCPS job descriptions and establish a process for updating job descriptions every three years.

A full review of all BCPS job descriptions should be conducted. A systematic review of all essential functions should be made. The structure, content areas, and style already in use for the four descriptions previously mentioned should be duplicated and dated. Each employee should be provided with a copy.

Once all current job description are reviewed and dated, a procedure should be established by the office of instruction and personnel for reviewing and updating job descriptions on a three-year cycle with one-third of the job descriptions reviewed each year. Maintaining updated job descriptions should provide an effective tool for communicating expectations to current and prospective employees.

The updating, editing, and revision of job descriptions, overseen by the director of instruction and personnel, should be conducted and completed in the first several months of the 2006-07 school year.

FISCAL IMPACT

This recommendation will not fiscally impact the division but will required time and effort on the part of all administrators and supervisors in the division. Administrators and supervisors should be given the responsibility for updating staff positions that report to them. The director of instruction and personnel should develop, oversee the process, and assume responsibility for the completion of the efforts.

3.3 Employment of Personnel

To fulfill Bath County Public Schools' mission ... *to meet the educational needs of our diverse student population with the highest standards possible, and to be the schools of choice for Bath County citizens* in maintaining a highly qualified workforce is a necessity. Recruiting, employing, and retaining such a workforce is the responsibility of the office of instruction and personnel. Within this section, the recruitment and employment of staff is analyzed.

Fortunately for BCPS, the division has been able to hire teachers to fill vacancies that have occurred each year without the difficulty that many other school systems across the nation are experiencing. However, the division is about to face a larger number of teachers that may retire in the next few years and the division will begin to experience the intense competition among school systems to recruit and retain teachers, especially attracting teachers who are new or unfamiliar with a rural setting. Thus, the recruitment and retention of a highly qualified professional staff at Bath County Public Schools is the primary issue that is likely to drive the operations of the office of instruction and personnel in the foreseeable future.

According to records furnished by the office of personnel, there are 164 full-time employees in the school division. Of this number, half (82) are instructional staff (includes teachers, guidance counselors and librarians). Three percent of the total employees are central office administrators. Forty-four percent are support staff (nurses, paraprofessionals, secretaries, maintenance, custodians, bus drivers, and food service workers). Exhibit 3-2 details the number of employees according to administrators, instructional staff, and support staff.

Exhibit 3-3 shows the number of teachers who resigned, retired, and were terminated over the past two school years and those that have resigned and retired during the current school year (2005-06) up through April 2006. The exhibit also shows the turnover percentage rate for each of the school years listed in the exhibit.

The total number of resignations, terminations, and retirements stayed the same in 2003-04 and 2004-05, but decreased by almost four percentage points in 2005-06. However, more than likely the number of teachers retiring and resigning in 2005-06 will increase over the next few months as figures for this year only include those teachers who have informed the division of their decision to resign or retire up through April 2006. The turnover rate for 2003-04 and 2004-05 is high at 12 percent and 2005-06 turnover rate may be just as high or higher than those years when the division learns of the new retirements and resignations prior to the end of the 2005-06 school year.

Exhibit 3-4 provides the years of experience of BCPS teachers.

Over 25 percent of BCPS teachers have 20 or more years of teaching experience and have the option of retiring in the next five years. Almost 30 percent of teachers are relatively new to teaching with up to three years of teaching experience. Of those 24 teachers with 0-3 years of service, almost half (11) are first year teachers. Both present problems to the division – how to retain those first to third year teachers and how to find teachers to replace those that are retiring. BCPS will increasingly face intense competition among school systems in hiring the most qualified staff. BCPS will be competing against divisions that offer incentives that BCPS will find hard to match. Thus, BCPS is faced with developing strategies that will attract prospective teachers to a mostly rural area.

**EXHIBIT 3-2
BATH COUNTY PUBLIC SCHOOLS
NUMBER OF EMPLOYEES
2005-06 SCHOOL YEAR**

EMPLOYEE GROUP	NUMBER EMPLOYEES	SCHOOLS		
MES	VES	BCHS		
ADMINISTRATORS				
Central Office Administrators				
Superintendent	1			
Directors	2			
Administrator	1			
Business Manager	1			
Sub-total	5			
School Based Administrators				
Principals	3	1	1	1
Assistant Principals	1			1
Sub-total	4			
Total Administrators	9			
INSTRUCTIONAL STAFF				
Teachers	75	17	26	32
Guidance Counselors	3	1	1	2
Librarians	3	1	1	1
Total Instructional Staff	81			
SUPPORT STAFF				
Nurses	1		1	
Paraprofessionals	20	7	6	7
Secretaries	10	1	2	3
Maintenance Supervisor	1			
Custodians	9	2	3	4
Transportation				
Transportation Supervisor	1			
Bus Garage	2			
Bus Drivers	16	4	5	7
Food Service Workers	13	3	5	5
Total Support Staff	73			
GRAND TOTAL	163	37	51	63

Source: Bath County Public Schools, Office of Instruction and Personnel, April 2006.

¹ Supervisors of Maintenance and Transportation

**EXHIBIT 3-3
BATH COUNTY PUBLIC SCHOOLS
TEACHER TURNOVER
2003-04, 2004-05, 2005-06**

YEAR	RESIGNATIONS			TERMINATIONS			RETIREMENTS			TOTAL PER YEAR	TOTAL TEACHERS	TURNOVER RATE
	MES	VES	BCHS	MES	VES	BCHS	MES	VES	BCHS			
2003-04	0	2	3	0	0	0	0	4	1	10	82	12.2%
2004-05	1	2	2	1	0	0	1	2	1	10	82	12.2%
2005-06 ¹	0	1	1	0	0	0	0	0	5	7	82	8.5%

Source: Bath County Public Schools, Office of Instruction and Personnel, April 2006.

¹ Resignations, Terminations, and Retirements up through April 2006.

**EXHIBIT 3-4
BATH COUNTY PUBLIC SCHOOLS
TEACHERS
YEARS OF SERVICE**

YEARS OF SERVICE	NUMBER OF TEACHERS	PERCENTAGE
0-3 years ¹	24	29.3%
4-9 years	21	25.6%
10-14 years	4	4.9%
15-19 years	11	13.4%
20-24 years	7	8.5%
25-29 years	9	11.0%
30 plus years	6	7.3%
Total Teachers	82	

Source: Bath County Public Schools, Office of Instruction and Personnel, April 2006.

¹ Of the 24 teachers with three years or less of experience, 11 are first year teachers at BCPS

FINDING

Bath County Public Schools does not have a comprehensive teacher recruitment plan, program, or strategies. Such a program is vital to meet the increasing teacher vacancies that the division will experience as teachers retire.

According to an Educational Services Review Study by the Virginia Association of School Superintendents (VASS) in December of 2000, a survey of staff indicated that one of the areas that respondents felt needed improvement was to “*recruit more assertively*”. BCPS has made effort to do this over the past several years. Exhibit 3-5 provides an overview of 2005-06 recruiting efforts.

Additional efforts include advertising in local newspapers and attendance at a job fair at James Madison University. The division’s Web site provides information about job openings, teacher salary ranges, application for download, and some information about the division.

**EXHIBIT 3-5
BATH COUNTY PUBLIC SCHOOLS
RECRUITING EFFORTS
2005-06**

RECRUITMENT EFFORT	DESCRIPTION
The Governor's Great Virginia Teach-In	A recruiting and information fair designed for teachers considering a career move to Virginia, students enrolled in teacher preparation programs, liberal arts students considering teaching as a career, and professionals in other fields who have a desire to teach
Teach in Virginia	A recruitment initiative of the Virginia Department of Education. Provides both licensed and non-licensed teacher candidates in high-need subject areas the ability to apply to multiple divisions throughout the Commonwealth. Candidates are screen for eligibility and quality before being sent on to partner school divisions. BCPS was chose as one of 60 partner school divisions for the 2005-06 school year.
Teachers-Teachers.com	Teachers seeking teaching positions access this internet site and create an online resume with the help of a <i>resume builder</i> . The resume is posted online for schools across the county to view.
Teachers @ Work	A nationwide online database that matches the professional staffing needs of schools with teacher applicants who can fill those positions and provides an efficient and economical way to overcome the geographical limitations of recruitment.
Western Virginia Public Education Consortium	A consortium of 19 divisions, of which BCPS is a member. The division pays a membership fee of \$1,000 to belong to the consortium. A job fair is held annually.

Source: Information provided by Bath County Public Schools, Office of Instruction and Personnel, April 2006.

The division offers few special hiring incentives to candidates. In the past two years, the school board has granted two requests from new employees for a salary advance as a no-interest loan. Recruiting has not been a major problem in the past because of the low number of vacancies; however, it is a concern now due to the number of teachers that will be retiring within the next five years.

Little documentation was provided in regards to recruitment other than overviews of planned recruitment activities presented to the school board over the past several years. Two pages of teacher recruitment activities for 2005-06 and 2006-07 were reviewed, but both were identical. No review of these activities with such information as number of teachers interviewed at job fairs, applications received during the year, an assessment of recruitment activities was provided. Since the number of teachers hired has been relatively small, the division has not felt it necessary to record this type of information. However, divisions that experience teacher shortages effectively maintain documented evidence of efforts, annual reports, and have a plan or program for recruitment.

RECOMMENDATION

Recommendation 3-5:

Develop a long-range plan including recruitment strategies.

BCPS should develop strategies for recruiting teachers. These strategies should be outlined in a recruitment plan/program that includes a mission statement, goals, action plans, implementation and tracking of activities, statistical data, an annual assessment, and year-end report to the superintendent and school board.

State trends should be carefully analyzed and contacts made with as many state universities as possible to develop alliances. With the addition of a personnel coordinator as recommended in Section 3.1 of this chapter, some duties of the secretary and the director will be freed up to assist more with other initiatives. All administrative staff should be involved as well as the superintendent in making contacts and participating in recruitment trips.

Consideration should be given to early contracts, moving allowances, monetary bonuses, and interest free loans. Reactivation of the division's educational foundation within a focus on developing funds as well as soliciting help from the Chamber of Commerce or developing partnerships with area businesses to assist in these efforts.

Perhaps a high school student or an instructional staff member with video experience could produce a DVD/CD video of the division and surrounding area to provide prospective candidates. The Teachers for Tomorrow program sponsored by the state to support school divisions in cultivating an effective "grow your own" recruitment program might be implemented by creating a high school curricular experience designed to foster student interest, understanding, and appreciate of the teaching profession.

The Director of Instruction and Personnel should begin to closely track and observe teacher terminations, retirements, and turnover trends. Other administrators should be solicited to help in developing a recruitment plan. Once the plan is developed, the director should present it to the superintendent for final approval and then to the school board.

FISCAL IMPACT

Putting together a recruitment plan and developing strategies should involve approximately four to eight hours of staff time and the cost cannot be estimated until the plan is developed.

FINDING

Little or no monetary incentives are provided to teacher candidates to teach in BCPS. Providing monetary incentives to candidates is restrictive because of budgetary restraints. However, to attract teachers to a rural setting without the appeal of a large school division, they are a necessity. Lack of housing, social outlets, living in a rural area, and inclement weather could be considered deterrents in attracting younger

teacher candidates to the area. The beauty and small town atmosphere of the area offers somewhat of a balance to some seeking employment.

However, offering monetary incentives is made more difficult when current recruitment funds are limited and a good portion goes to advertising, Western Virginia Public Education Consortium membership fees, and recruitment trips expenses.

Somerset County Public Schools in Maryland, (a relatively small school system but with three times the student population of BCPS) has budgeted over \$50,000 toward recruitment efforts such as traveling expenses for the candidate, production of a DVD/CD, and moving expenses for new hires. This is a large budget, but one the division found necessary to recruit to this largely rural area. Not many small divisions can afford such incentives, but school systems are finding incentives necessary to compete in the market place for attracting teachers to their districts.

RECOMMENDATION

Recommendation 3-6:

Provide a monetary incentive to newly hired teachers.

The division should consider providing some type of monetary incentive to attract teachers to the area. Under consideration should be incentives such as traveling expenses, moving costs, first month rental fees, rental deposits, or early signing bonuses. The amount provided should not be excessive and dependent on the number of teachers hired, but something that will cause candidates to take notice and consider teaching in BCPS.

FISCAL IMPACT

MGT recommends that \$10,000 be earmarked in the recruitment budget for incentives to attract candidates to BCPS. The way the monies will be distributed will depend on the strategies developed for recruitment as recommended in the previous recommendation and the number of candidates offered positions in the division.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Provide a Monetary Incentive to Newly Hired Teachers	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)

FINDING

The process of providing annual contracts to non-certified staff is an unnecessary work process. Each non-certified staff member receives an annual contract that is signed by the employee and the superintendent. The contract is not binding on the individual or division as one of the conditions of the contract states that *...if either party desires to terminate this contract before the close of the contract period, said party must give two (2) weeks written notice....* A sample copy is shown in Exhibit 3-6.

BCPS policy (*Section G: Personnel, Policy GCPS*) states that contracts shall be issued to all certificated personnel except if temporarily employed as a substitute teacher. The consultant evidenced no local policy that non-certificated employees should be issued a contract. This practice is not a requirement of state or federal statutes as such employees are hired at-will.

Currently, there are 72 non-certified employees in the division. The process to issue contracts to each employee entails inserting the staff name, position, school year, and salary into the contract. The contract is then delivered to the employee, who must sign and return to the Office of Instruction and Personnel and await signature from the superintendent. A copy is returned to the employee. The contract is filed with all other contracts for that year and finally placed in the employee's personnel file.

Division staff reported that employees want to have these contracts to ensure they are hired for the upcoming school year and that it provides a sense of comfort to the employee to receive one. This practice has endured for many years in the division. Years ago this entailed intensive staff labor when a name, position, salary was hand typed into the contract. However, the use of computers has reduced this labor-intensive work. Nonetheless, the time that it takes to even enter the information that is required, to print out the contract, deliver it, have the employee and superintendent sign, and return it is not warranted. The time is better spent for other responsibilities such as those associated with the last two recommendations for increased efforts in recruitment.

MGT consultants have seldom seen this practice used in any of their performance reviews.

RECOMMENDATION

Recommendation 3-7:

Discontinue the practice of providing contracts to non-certified employees.

The division should provide employment contracts only when required by law and when necessary to hire and retain key personnel in strategic positions. This recommendation should reduce time spent by staff in administering such contracts.

The director of instruction and personnel with the approval of the school board and superintendent should inform non-certified employees that they will not be issued an annual contract but only a notification of assignment, reassignment, and salary.

FISCAL IMPACT

This recommendation can be implemented without a fiscal impact and with existing resources.

**EXHIBIT 3-6
BATH COUNTY PUBLIC SCHOOLS
SAMPLE CLASSIFIED EMPLOYEE CONTRACT**

ANNUAL CONTRACT WITH CLASSIFIED PERSONNEL - 12 MONTH

SECRETARY

THIS ARTICLE OF AGREEMENT, between the **SCHOOL BOARD OF BATH COUNTY**, as party of the first part and, _____, party of the second part.

WITNESSETH, party of the first part agrees to employ and the party of the second part agrees to accept employment in the position of: **SECRETARY**, subject to the authority of the party of the first part, under the supervision and direction of the Superintendent, and agrees to the following conditions, **to wit**:

- 1) Said party of the second part shall perform such duties during the period of this contract as are deemed necessary for efficient and successful operation of the school system.
- 2) Hours: The employee will be assigned an eight hour work day with one-half hour for lunch included. (The employee may take one hour for lunch for a total work day of eight and one-half hours.) Work hours will be assigned by the Superintendent or Principal.
- 3) Vacation: Refer to the adopted school calendar and School Board Policy GCBD/GDBD-R. Individual vacation dates shall be at a time mutually satisfactory to the party of the second part, the immediate supervisor, and Division Superintendent.
- 4) Sick Leave: one (1) day per month, accumulative to seventy (70) days.
- 5) Salary: Party of the first part agrees to pay said party of the second part \$ _____ for school year **200 -0)**, beginning **July 1, 200** through **June 30, 200** in **24** installments or until date of termination.
- 6) If either party desires to terminate this contract before the close of the contract period, said party must give two (2) weeks written notice. Failure of the party of the second part to do so will forfeit any pay which might otherwise be due. Payment will be on the basis of total number of days worked to date of termination.
- 7) **SPECIAL COVENANTS:**

5% Employee's V.R.S. paid

IN WITNESS WHEREOF, the parties hereunto have set their hands and seal this **th** day of **June, 200** .

Party of the Second Part

Division Superintendent/Clerk of the Board

Source: Bath County Public Schools, Human Resource Department, 2006.

FINDING

BCPS does not have an effective process (or exit interview instrument) to analyze why employees leave the division. The division has in use a one-page exit interview form with general questions such as:

- What are your reasons for ending employment?
- What did you like most about your assignment?
- What did you like least about your assignment?
- How could your school be improved to help students?

The exit interview form is too general and tabulating results is time consuming. Staff were unable to verify whether principals even use the form, and/or if it is used, if it is returned to central office.

Currently, a departing employee is asked to come before the school board in a closed session to discuss reasons for departure. This process has little value other than allowing a departing employee to vent frustration, which most likely is not going to happen, or to expound on reasons that are either unsound or provide little insight into why the person might really be leaving. Appearing before the school board is left up to the individual. No records are maintained or tabulated to provide the division with an analysis of departure with which to develop retention strategies.

Exhibit 3-7 provides an example of an effective exit interview questionnaire that is used in Stevens Point Area Public School District in Wisconsin.

RECOMMENDATION

Recommendation 3-8:

Ensure that every employee departing BCPS completes an exit interview; track reasons for departure; and annually report the findings to the superintendent and school board.

The Director of Instruction and Personnel should develop a comprehensive exit survey that each departing employee will be asked to complete upon departure. Results from the survey should be maintained in a database for tracking purposes and used in developing retention strategies. At the end of each school year, a report should be presented to the superintendent and the school board encompassing termination statistics, results from the exit survey, teacher turnover, strategies for teacher retention and an evaluation of strategies linked to the increase or decrease in teacher turnover from year-to-year.

**EXHIBIT 3-7
BATH COUNTY PUBLIC SCHOOLS
SAMPLE
EXIT INTERVIEW QUESTIONNAIRE**

EXIT INTERVIEW QUESTIONNAIRE					
<p>Information contained in this questionnaire will be used to improve the administration of personnel policies and procedures. While you are not required to answer any of the following questions, it would be helpful to us if you would take a few minutes to complete this assessment. All responses will be kept strictly confidential</p>					
<p>Name: _____ Position held: _____</p>					
<p>Location: _____ Last day worked: _____</p>					
<p><u>Reason(s) for your separation:</u></p>					
<div style="display: flex; flex-wrap: wrap;"> <div style="width: 33%;"><input type="checkbox"/> Other Employment</div> <div style="width: 33%;"><input type="checkbox"/> Temporary Position</div> <div style="width: 33%;"><input type="checkbox"/> Rate of Pay</div> <div style="width: 33%;"><input type="checkbox"/> Other (please explain)</div> <div style="width: 33%;"><input type="checkbox"/> Retirement</div> <div style="width: 33%;"><input type="checkbox"/> Benefits</div> <div style="width: 33%;"><input type="checkbox"/> Relocation</div> <div style="width: 33%;"><input type="checkbox"/> Further Education</div> <div style="width: 33%;"><input type="checkbox"/> Personal Reasons</div> <div style="width: 33%;"><input type="checkbox"/> Health Reasons</div> </div>					
<p>If relocating, new address: _____</p>					
<p>Please check the appropriate box below:</p>					
	Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied	No Opinion
Wages					
Advancement Opportunities					
Orientation					
Training					
Hours					
Equipment					
Grievance Procedure					
<p>Comments:</p> <p>_____</p> <p>_____</p>					
<p>Immediate Supervisor: _____</p>					

**EXHIBIT 3-7 (Continued)
BATH COUNTY PUBLIC SCHOOLS
SAMPLE
EXIT INTERVIEW QUESTIONNAIRE**

	Very Satisfied	Satisfied	Dissatisfied	Very Dissatisfied	No Opinion
Demonstrates fair treatment					
Provides recognition					
Provides timely responses to questions					
Understands your job duties					
Makes you feel your job is important					
Makes decisions in a timely manner					
<p>If a problem existed with your supervisor, please explain: _____</p> <p>_____</p> <p>_____</p> <p>What did you like the most about your job? _____</p> <p>_____</p> <p>_____</p> <p>What did you like the least about your job? _____</p> <p>_____</p> <p>_____</p> <p>Please forward this completed questionnaire to:</p>					

Source: Stevens Point Area Public School District, Human Resources Division, 2001.

The analysis of turnover is important in the retention of teachers as well as other employees. The division must have viable information to determine what corrections can be made. They need to know why teachers and employees leave (poor morale, dissatisfaction with school administration, teaching overload, relocation, ineptitude, etc.) in order to correct existing problems and to provide incentives to retain and attract teachers and employees to BCPS.

FISCAL IMPACT

This recommendation can be accomplished with existing resources, but will require a minimum of time for staff in the office of instruction and personnel developing the survey and then tabulating results at the end of the school year.

FINDING

Currently, BCPS has employees on payroll that are related to other employees that are in supervisory positions in violation of school board policy. Policy GCCB under *Section G: Personnel* of the BCPS Policy Manual states:

No family member of any employee may be employed by the School Board if the family member is to be employed in a direct supervisory and/or administrative relationship either supervisory or subordinate to the employee. The employment and assignment of family members in the same organizational unit shall be discouraged.

While instances of violations of this school board policy are low or the consultant is not aware of such relationships, the division is creating a situation that leads to unfairness, poor morale, and possible legal ramifications.

Over the past year, one classified employee was promoted into a supervisory position in which the employee has supervision over several family members. Staff told the consultant that the supervisor does not evaluate these family members. However, a supervisory position is just what it implies – supervision over another employee in relation to that person's work from recording of hours worked, breaks, tasks completed and so on. While no improprieties may result from this practice with the employees in these particular positions, the policy is there to prevent any occurrences from happening.

When MGT conducted its diagnostic study before coming on-site, a comment was made that a "good ole boy network" exists in the division for hiring, resulting in unqualified staff in positions. During the public hearing a similar comment was made in reference to the number of employee related to each other that are hired.

Effective school systems have in place nepotism policies to avoid such occurrences.

RECOMMENDATION

Recommendation 3-9:

Eliminate the practice of assigning employees in supervisory positions over family-related employees.

The division should examine Policy GCCB of *Section G Personnel* and if they intend to override it, then the policy should be rewritten or abolished if not in direct violation of the *Code of Virginia*. MGT strongly urges the division to maintain the policy as is and strictly adhere to policy.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

3.4 Employee Compensation

Rural school divisions often offer salaries much lower than those in urban areas. Particularly affected are new teachers who are facing loans, car payments, and the cost

of living independently. And in some cases salaries of adjoining divisions in rural areas can offer a higher salary making it even more difficult for a division such as BCPS to compete and attract teachers.

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

Exhibit 3-8 provides an overview of beginning salaries for teachers, secretaries, aides, food service workers, and custodians. A bus driver's beginning salary as of 2005-06 is around \$15,000. The school division has not established salary scales for bus drivers or administrators.

**EXHIBIT 3-8
BEGINNING SALARIES
TEACHERS, SECRETARIES, AIDES, FOOD SERVICE
WORKERS, AND CUSTODIANS**

EMPLOYEE GROUP	MINIMUM SALARY	MAXIMUM SALARY
Teachers	\$30,794	\$51,294
Secretaries	\$18,333	\$33,733
Aides	\$15,253	\$24,953
Food Service Workers	\$14,275	\$20,075
Custodians	\$15,300	\$24,725

Source: Salary Scales provided by Bath County Public Schools, Office of Instruction and Personnel, April 2006.

FINDING

Non-competitive starting salaries hinder the division's ability to competitively attract teachers to BCPS.

Administrators and teachers were asked in a survey conducted by MGT whether salary levels in BCPS were competitive (Exhibit 3-9). The results were not surprising but when compared to other school districts where the same survey had been conducted, far fewer BCPS administrators and teachers thought salaries were competitive. Only 13 percent of BCPS administrators and 12 percent of BCPS teachers *agree* to *strongly agree* that salary levels in BCPS are competitive, while in other school districts MGT has surveyed, 41 percent of administrators and 33 percent of teachers *agree* to *strongly agree* that salary levels in their districts were competitive.

**EXHIBIT 3-9
SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS AND OTHER SCHOOL DISTRICTS**

JOB SATISFACTION	% AGREE OR STRONGLY AGREE / % DISAGREE OR STRONGLY DISAGREE			
	BCPS		OTHER SCHOOL DISTRICTS	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS	ADMINISTRATORS/ PRINCIPALS	TEACHERS
Salary levels in the school district are competitive (with other school districts).	13/38	12/73	41/46	33/53

Source: MGT of America, Inc. BCPS and Other School Districts Survey Results, April 2006.

In Exhibit 3-10, BCPS minimum and maximum teacher salaries are compared to six chosen peer divisions similar in size to BCPS and three neighboring counties (Alleghany, Botetourt, and Highland). Bath County has the third lowest beginning teacher salary (\$30,794) of the nine divisions listed; only Bland and Craig counties salaries (\$27,953 and \$30,316, respectively) are lower. The highest salaries are found in Rappahannock, Richmond, and Surry counties. The neighboring counties of Alleghany, Botetourt, and Highland counties all offer salaries higher than in Bath County (\$31,623, \$32,771, and \$31,600, respectively).

**EXHIBIT 3-10
BENCHMARK TEACHER SALARIES BY SCHOOL DIVISION
2005-06 SCHOOL YEAR**

SCHOOL DIVISION	NUMBER OF STUDENTS	MINIMUM SALARY	STATE RANKING	MAXIMUM SALARY	STATE RANKING
Bath County	783	\$30,794.00	113	\$46,294.00	60
Alleghany County	2,928	\$31,623.00	81	\$47,904.00	102
Bland County	896	\$27,953.00	131	\$44,447.00	124
Botetourt County	4,169	\$32,771.00	71	\$50,157.00	69
Craig County	722	\$30,316.00	119	\$49,428.00	83
Highland County	310	\$31,600.00	98	\$45,600.00	116
Mathews County	1,256	\$31,657.00	95	\$46,104.00	114
Rappahannock County	995	\$33,029.00	66	\$54,453.00	37
Richmond County	1,227	\$33,640.00	57	\$51,840.00	56
Surry County	1,113	\$33,084.00	64	\$53,532.00	45

Source: Virginia Education Association, Inc., 2005-2006 Salary Schedules for Teachers, Volume 1: Benchmarks and Rankings.

Teachers with advanced degrees in BCPS receive \$2,700 if a master's degree is earned, \$2,700 for an Ed.S., and \$3,350 for a doctorate.

BCPS percent increase in minimum salary for teachers is compared to the six divisions in Exhibit 3-11. As shown, Bath County received only a 2.4 percent increase while other school divisions received anywhere from three percent to six percent.

Bringing new teachers to the Warm Springs, Virginia area where neighboring counties of Alleghany, Botetourt, and Highland all offer higher salaries is a challenge for BCPS.

Little in the way of housing and limited social life for a new teacher does not help in the matter.

RECOMMENDATION

Recommendation 3-10:

Analyze beginning teacher salaries in comparison to the competitive market place and make adjustments as budget allows.

EXHIBIT 3-11 PERCENT INCREASE/DECREASE IN SCHOOL DIVISIONS MINIMUM SALARIES FROM 2004-05 TO 2005-06

SCHOOL DIVISION	NUMBER OF STUDENTS	2005-06 SALARY	2004-05 SALARY	INCREASE/DECREASE	
				AMOUNT	PERCENT
Bath County	783	\$30,794.00	\$30,150.00	\$644	2.14%
Bland County	896	\$27,953.00	\$27,139.00	\$814	3.00%
Craig County	722	\$30,316.00	\$30,316.00	\$0	0.00%
Mathew County	1,256	\$31,657.00	\$30,735.00	\$922	3.00%
Rappahannock County	995	\$33,029.00	\$31,546.00	\$1,483	4.70%
Richmond County	1,227	\$33,640.00	\$32,345.00	\$1,295	4.00%
Surry County	1,113	\$33,084.00	\$31,211.00	\$1,873	6.00%

Source: Virginia Education Association, Inc., *2005-2006 Salary Schedules for Teachers*, Volume 1: Benchmarks and Rankings.

Increasing teacher salaries would provide a means to attract and retain quality teachers, which is increasingly becoming a challenge to the division as it faces more retirements in the near future. While the cost to increase current teacher salaries would be significant, the future high turnover rate is as well costly.

The salary committee should undertake the responsibility of assessing all factors related to salary issues such as the cost of raising salaries, the level of increases given the budget, the cost of teacher turnover, the number of teachers that are nearing retirement, and the importance of retaining teachers. When research and discussions are complete, the committee should present a detailed report with accompanying statistical evidence to the school board. As the school board reviews the report and discuss the salary issues, it would be wise to include one or more members of the board of supervisors in the discussions to keep them informed of the division's needs and helping them understand the rational for increasing salaries if that decision is reached by the school board.

FISCAL IMPACT

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

However, as an example in estimating a fiscal impact, if the division raised beginning teacher salaries by \$1,500 and hired 10 beginning teachers (number of beginning teachers hired for 2005-06), the fiscal impact to the division would be \$410,130.

Beginning salary of a teacher with no experience	\$ 30,794
Increase in beginning salary	\$ 1,500
Total of proposed beginning salary	\$ 32,294
Plus 27 percent in benefits	\$ 8,719
Total value of new teacher salary	\$ 41,013
Times an estimated hiring of 10 new teachers	\$410,130

This estimate, of course, does not take in consideration the additional monies needed to adjust the entire teacher salary scale for all teachers but is used as an example of how the district could be impacted.

The starting salary of \$32,294 would place Bath County about fifth highest beginning salary of the ten school divisions shown in Exhibit 3-12.

FINDING

BCPS does not have a defined salary schedule for central office or school administrators. Moreover, the BCPS does not have any policies governing the amount of increases that can be given to administrators. Typically, administrative staff other than the superintendent receives a percentage increase that parallels the average teacher scale raises.

Unlike certified and uncertified employees who have defined schedules, administrators are not bound by a set salary schedule. Without a defined administrator's salary schedule, some administrators may receive a higher percentage increase than others do. Some employees, who question this practice, tend to become frustrated. This situation can negatively affect the workplace environment.

Central office administrative salaries range from around \$40,000 to \$67,000. For school administrators, the range is from \$59,000 to \$68,000. No documentation is available that shows beginning salaries for principals and how increases are determined.

Best practices dictate that pay rates and salary ranges for all employees are clearly stated in a salary schedule.

RECOMMENDATION

Recommendation 3-11:

Develop a salary schedule for central office and school administrators and develop policies governing its implementation.

The implementation of this recommendation will not only create equity among all school division employee groups, but it will also assist the superintendent and the Salary Committee with planning and allocating administrative salary increases. An effective practice of a well-managed school includes a division manual that clearly explains the

methodology and guidelines for establishing salaries, salary schedules for all employees, supplementary pay schedules, and any other information pertinent to pay. These documents should be bound together and maintained in the Office of Instruction and Personnel, office of the Business Manager, and the superintendent's office.

The salary scale for administrators and the manual interpreting salary ranges along with salary scales and supplementary pay information should be ready for implementation by January 2007.

FISCAL IMPACT

The initial development of the salary schedule will not create a cost to the school division. The implementation of a new salary schedule may create an additional cost to place administrators on the schedule. The cost of implementing an administrative salary schedule cannot be determined at this time since the plan has not yet been developed.

4.0 FINANCIAL MANAGEMENT, BUDGET, AND PURCHASING

4.0 FINANCIAL MANAGEMENT, BUDGET, AND PURCHASING

This chapter presents findings and recommendations relating to the financial management, budget, and purchasing functions of Bath County Public Schools (BCPS). The major sections of the chapter include:

- 4.1 Introduction
- 4.2 Financial Management
- 4.3 Budget
- 4.4 Purchasing
- 4.5 Activity Funds
- 4.6 Fixed Assets

CHAPTER SUMMARY

BCPS's financial operations are primarily under the direction of a Business Manager who has extensive formal business training and practical experience gained while working for a public accounting firm. He is assisted by a secretary who spends approximately 75 percent of her time on financial matters. However, the budget is developed under the direction of the superintendent with the assistance of the Technology Director and little involvement by the Business Manager. The internal control feature of separation of duties is limited with only two staff members involved in financial functions, but the county has segregated duties effectively in the payroll and accounts payable areas.

Recommendations in this chapter include key suggestions that should assist the division in improving its relationship with the Bath County Board of Supervisors, improving the payment process, and providing schools and departments with better guidance in purchasing and management of activity funds. Major recommendations include the following:

- Develop summary financial reports for the BCPS School Board, the Bath County Board of Supervisors, and the public.
- Delegate payment approval to the superintendent and Business Manager.
- Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees.
- Develop a budget adjustment policy that provides guidance as to when budget adjustments are to be prepared and document adjustments approved by the BCPS School Board in board minutes.
- Develop a written activity fund operations manual to help ensure funds are administered properly.
- Track fixed assets acquired from division funds and develop fixed asset policies to direct the management of the division's investment in capital items.

4.1 Introduction

BCPS selected six peer divisions for comparison purposes for this efficiency review: Bland, Craig, Mathews, Rappahannock, Richmond, and Surry. Exhibit 4-1 presents the BCPS and peer division local composite indexes for the 2006-08 period. Bath had the highest composite index of all counties with a .8000. Surry was next with a .7842, followed by Rappahannock with a .7463. The composite index for localities is capped at .8000 by state law. No locality is required to fund more than 80 percent of Standards of Quality costs.

**EXHIBIT 4-1
COMPARISON OF LOCAL COMPOSITE INDEXES
BATH COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS
2006-08**

SCHOOL DIVISION	2006-08 COMPOSITE INDEX OF LOCAL ABILITY-TO-PAY
Bath County	.8000
Bland County	.3059
Craig County	.3184
Mathews County	.4701
Rappahannock County	.7463
Richmond County	.3593
Surry County	.7842

Source: Virginia Department of Education Web site, 2006

Exhibit 4-2 presents a comparison of receipts by fund source for Bath and the peer divisions. As shown in the exhibit, Bath funds 71.4 percent of the costs of the division from local revenue, while the peer average is 43.71 percent. In contrast, Bath receives 12.15 percent from state funds compared to the peer division average of 37.93 percent. This is the result of the division's having the highest composite index allowed by state law.

**EXHIBIT 4-2
COMPARISON OF RECEIPTS BY FUND SOURCE
BATH COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS
2004-05**

SCHOOL DIVISION	SALES AND USE TAX	STATE FUNDS	FEDERAL FUNDS	LOCAL FUNDS	OTHER FUNDS	LOANS, BONDS, ETC.
Bath County	6.58%	12.15%	7.99%	71.10%	2.18%	0.00%
Bland County	9.28%	57.08%	8.13%	23.69%	1.29%	0.55%
Craig County	11.13%	50.23%	8.73%	25.03%	4.84%	0.04%
Mathews County	8.90%	36.76%	5.98%	47.90%	0.47%	0.00%
Rappahannock County	9.74%	19.69%	5.56%	58.41%	4.06%	2.53%
Richmond County	8.99%	50.62%	7.12%	33.16%	0.10%	0.00%
Surry County	5.96%	13.21%	6.05%	74.06%	0.73%	0.00%
PEER DIVISION AVERAGE	9.00%	37.93%	6.93%	43.71%	1.92%	0.52%

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

Exhibit 4-3 compares BCPS cost per pupil for 2004-05 to the peer division average. As shown, BCPS's:

- total disbursement per pupil of \$12,038 was 22.12 percent higher than the peer average of \$9,858;
- disbursements per pupil for instruction was \$1,864 higher than the peer average;
- disbursements per pupil for total cost of operation regular day school is \$2,229 higher than the peer average of \$8,754;
- disbursements for school food services were 96.71 percent higher than the peer average and pupil transportation services were 45.77 percent higher than the peer average;
- disbursements per pupil for administration, summer school, and facilities were all slightly below the peer average; and
- disbursements did not include any costs for adult education, other educational programs, or debt service and transfers.

**EXHIBIT 4-3
COMPARISON OF COST PER PUPIL
BATH COUNTY PUBLIC SCHOOLS AND PEER DIVISIONS
2004-05**

PROGRAM	BATH COUNTY PUBLIC SCHOOLS	PEER DIVISION AVERAGES	BATH COUNTY PUBLIC SCHOOLS PER PUPIL COSTS ABOVE (BELOW) PEER AVERAGE	
			AMOUNT	PERCENT
Administration	\$378.88	\$458.71	(\$79.83)	(17.40%)
Instruction	\$8,543.26	\$6,678.42	\$1,864.84	27.92%
Attendance and Health Services	\$149.51	\$131.62	\$17.89	13.59%
Pupil Transportation Services	\$884.03	\$606.44	\$277.59	45.77%
Operations and Maintenance Services	\$1,428.81	\$879.40	\$549.41	62.48%
Total Cost of Operation Regular Day School	\$11,384.49	\$8,754.59	\$2,629.90	30.04%
School Food Services	\$628.93	\$319.72	\$309.21	96.71%
Summer School	\$27.19	\$28.55	(\$1.36)	(4.77%)
Adult Education	\$0.00	\$6.49	(\$6.49)	N/A
Other Educational Programs	\$0.00	\$1.82	(\$1.82)	N/A
Facilities	\$1.12	\$214.07	(\$212.95)	(99.48%)
Debt Service and Transfers	\$0.00	\$533.26	(\$533.26)	N/A
TOTAL DISBURSEMENTS	\$12,038.73	\$9,858.50	\$2,180.23	22.12%

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

Exhibit 4-4 presents the results of MGT's survey of BCPS administrators/principals and teachers alongside comparative responses from administrators/principals and teachers in other school divisions. Respondents were asked to indicate their level of agreement with the statement "Funds are managed wisely to support education in this school division." The exhibit shows that 76 percent of BCPS administrators/principals agreed or strongly agreed that funds are managed wisely compared to 68 percent of administrators/principals in other divisions. Responses from BCPS teachers were very close to that of responses from other divisions' teachers.

**EXHIBIT 4-4
BATH COUNTY PUBLIC SCHOOLS AND OTHER SCHOOL DIVISIONS
ADMINISTRATORS/PRINCIPALS AND TEACHERS**

FUNDS ARE MANAGED WISELY TO SUPPORT EDUCATION IN THIS DIVISION.	(%A + SA) / (%D + SD) ¹	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
Bath County Public Schools	76/0	27/39
Other School Divisions	68/17	28/46

Source: Created by MGT of America, Inc., 2006.

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

Exhibit 4-5 shows the results of the MGT survey of BCPS administrators/principals and teachers alongside the responses of administrators/principals and teachers from other school divisions pertaining to budgeting, financial management, and purchasing functions. A higher percentage of BCPS administrators/principals responded that all three functions were adequate or outstanding than did administrators/principals from the other school divisions. A high percentage (86%) of BCPS teachers responded that the division's budgeting function needed some or major improvement.

**EXHIBIT 4-5
COMPARISON SURVEY RESPONSES
ADMINISTRATORS/PRINCIPALS AND TEACHERS
BATH COUNTY PUBLIC SCHOOLS AND OTHER SCHOOL DIVISIONS**

SCHOOL DIVISION/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT		% ADEQUATE ¹ + OUTSTANDING	
	ADMINISTRATORS/ PRINCIPALS		TEACHERS	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DIVISIONS	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DIVISIONS
Budgeting	50/50	45/51	82/8	65/16
Financial Management and Accounting	13/76	36/58	39/34	49/23
Purchasing	25/63	34/58	33/37	33/30

Source: Created by MGT of America, Inc., 2006.

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

Bath County provides a number of risk management services for BCPS. All bank accounts except for activity funds are managed centrally by Bath County along with the investment of any idle cash in the accounts. The county is responsible for obtaining banking services through a depository agreement. In addition, the county establishes tax rates and the collection of taxes to fund the county's operations, and provides the county's share of local revenue for the school division.

BCPS insures itself against loss of real and personal property, liability, vehicle loss or damage, and employee crime through a number of insurance policies. The division maintains comprehensive property and casualty policies primarily through the Virginia School Board Association's Property and Casualty Pool at a cost of \$47,902 a year. Auto liability and physical damage coverage is provided through a policy with the Erie Insurance Group at a cost of \$16,000 a year. All premiums are budgeted for and paid with General Fund resources.

BCPS provides health insurance to its employees through the Commonwealth of Virginia's The Local Choice program. The division pays a portion of the premiums for each employee, as detailed in Exhibit 4-6.

**EXHIBIT 4-6
BATH COUNTY PUBLIC SCHOOLS
HEALTH INSURANCE COVERAGES**

PLAN	MONTHLY PREMIUM	SCHOOL DIVISION MONTHLY COST	EMPLOYEE MONTHLY COST
KEY ADVANTAGE 200			
Employee Only	\$468	\$432	\$36
Employee + 1	\$866	\$520	\$346
Family	\$1,264	\$714	\$550
KEY ADVANTAGE 300			
Employee Only	\$432	\$432	\$0
Employee + 1	\$799	\$520	\$279
Family	\$1,166	\$714	\$452

Source: BCPS business office, April 2006.

The financial operations of BCPS are primarily under the direction of the Business Manager, who is assisted by a secretary who spends approximately 75 percent of her time performing financial duties. The Business Manager is responsible for the functions of accounting, payroll, and accounts payable. Purchasing is performed by school principals and department heads who have been delegated the authority to make all purchases for their schools and departments. The division's budget is compiled under the direction of the superintendent, who is assisted by the Technology Director and secretaries in the superintendent's office. Once the budget has been developed, the Business Manager assists the superintendent in administering it and prepares reports for the BCPS School Board and Bath County Board of Supervisors.

4.2 Financial Management

Financial operations in school divisions include the collection, disbursement, and accounting of local, state, and federal funds. Effective fiscal operations establish detailed policies and procedures for processing the division's daily business transactions efficiently while providing accurate, complete, and timely information to members of the BCPS School Board, and Bath County Board of Supervisors, principals, department heads, and the public.

School division operations must practice sound financial management in order to maximize the effectiveness of limited resources and to plan for future needs. Effective financial management in school divisions involves well thought out planning, budgeting and overall management of resources to maximize financial performance. To perform these tasks successfully, a division must establish solid relationships with its employees, vendors, funding agencies, and the local community.

Financial management is most effective when resources are spent based on the division's established priorities in line with its stated goals and objectives. Financial information should be provided in a timely manner and presented in a format that is easily understood by all audiences.

FINDING

The Director of Instruction and Personnel and Business Manager developed *Hiring Authorization* and *Notice of Resignation/Termination* forms to standardize the documentation of approvals for new employees to be added to the payroll and for employees who have terminated to be removed from the payroll. The new forms were developed during the later part of 2005 and placed into operation for 2006. They provide the information needed by the Business Manager to begin paying a new employee or take an employee off the payroll. The forms reference the board meeting date where the new hire was authorized and must be signed by the Director of Instruction and Personnel before the Business Manager can make the change to the payroll.

This new process standardizes the procedure and paperwork necessary before changes can be made to the division's payroll. Internal controls are strengthened and documentation improved from the previous process that did not require specific procedures and approvals.

COMMENDATION

Bath County Public Schools is to be commended for requiring that *Hiring Authorization* and *Notice of Resignation/Termination* forms be prepared and approved by the Director of Instruction and Personnel before an employee can be added or deleted from the payroll.

FINDING

The division does not make management-level reports available to the school board or county board of supervisors. Although detailed financial reports are produced by the division's financial management system and presented to the BCPS School Board and

Bath County Board of Supervisors on a monthly basis, it is very difficult to gain an overall understanding of financial operations without a significant amount of review and analysis of the data contained in the detailed reports.

Many comments were provided to the review team concerning the difficult relationship between the BCPS administration and the board of supervisors. This relationship was also identified as an issue in the December 2000 Educational Service Review Study performed by the Virginia Association of School Superintendents. The distrust or lack of understanding of the financial activities pertaining to the disbursement of funds provided to the school division by the board of supervisors was noted as a major contributing factor to this difficult relationship. It is not uncommon for distrust to exist when financial data are not presented in a manner that is user friendly to individuals unaccustomed to deciphering such information.

Each month the Business Manager prepares a Year-to-Date Expenditure report from the financial management system. Referred to as the F9 report. This document is normally about 13 to 14 pages and contains eight columns of information for numerous budgeted amounts. Although it has four other columns for encumbrances and remaining balance, the report provided to the school board and board of supervisors does not include those columns. Exhibit 4-7 presents an example of the information shown in the F9 report for instructional materials that was run on April 20, 2006.

**EXHIBIT 4-7
EXAMPLE OF F9 REPORT
APRIL 20, 2006**

FUNCTION	COST/ CENTER	OBJECT	PROJECT	DESCRIPTION	BUDGET	APRIL ACTUAL	YTD ACTUAL
1100	2101	6030	000	Instructional Materials	\$11,500	\$1,158	\$9,559
1100	2101	6030	404	Silver Expenses Division Wide	-	-	-
1100	2102	6030	000	Instructional Materials	\$14,595		\$7,010
1100	2201	6030	000	Instructional Materials	-	-	-
1100	2201	6030	404	Instructional Materials	-	-	-
1100	2202	6030	000	Instructional Materials	-	-	-
1100	3100	6030	000	Instructional Materials	\$14,165	\$1,900	\$12,866
1100	3200	6030	000	Instructional Materials	-	-	-
1100	3200	6030	404	Instructional Materials	-	-	-
1100	3300	6030	000	Instructional Materials	\$10,999	-	\$10,999
1100	9012	6030	000	Testing Materials	\$4,600	-	\$399
1100	9014	6030	000	Instructional Materials	\$6,000	-	\$1,800
1100	9015	6030	000	Instructional Materials	\$6,379	-	-
1100	9016	6030	401	Instructional Materials	\$3,500	-	\$1,000
1100	9018	6030	000	Instructional Materials	\$1,500	-	-
1100	9019	6030	405	Assistive Technology Grant Div	-	-	-
1100	9020	6030	000	Instructional Materials	\$9,000	-	\$4,278
1100	9021	6030	000	Instructional Materials	\$7,050	\$1,021	\$6,689
1100	9022	6030	000	PT/OT Therapy	\$2,000	-	\$69
1100	9050	6030	000	Silver Expenses	\$18,309	\$821	\$2,134
1100	9050	6030	404	Silver Expenses Division Wide	-	-	-
1100	9200	6030	000	Instructional Materials	\$1,500	\$368	\$368
1100	9201	6030	000	Preschool Title VI-B	\$900	-	-
1100	9411	6030	000	Instructional Materials	\$6,700	-	\$1,011
1100	9500	6030	000	ISAEP	-	-	-
1100	9600	6030	000	Instructional Materials	-	-	-
1100	9710	6030	000	Instructional Materials	-	-	-
1100	9800	6030	000	Instructional Materials	\$2,000	-	\$1,788
6030 Total					\$120,697	\$5,269	\$60,425

Source: Bath County Schools, business office, April 20, 2006.

The F9 report is organized into, and shows totals for, the five categories for which the Bath County Board of Supervisors provides funding: Instruction, Administration, Transportation, Operating and Maintenance, and School Food. Although the report makes a great amount of detail available to the user, for members of the school board, the board of supervisors, or the public who only see the data once a month or on a less regular basis, it is extremely difficult to obtain an understanding of the major components that make up the division's budget. To obtain the status of budgets and expenditures for salaries that make up over 80 percent of the budget, one would have to add up almost 40 different numbers just to determine the amount that has been expended for salaries in the instructional category. Also, for the F9 reports presented to the school board and board of supervisors, the members must subtract the FTD actual expenditure amounts from the budgeted amounts to determine the amount of budgeted funds available.

Many divisions provide useful and easily understood financial information to keep the school board, board of supervisors, and public informed about the division's financial activity and status. In order to provide complicated financial data in an easily understood manner, summarized reports must be compiled from all the detail that is captured in financial management systems.

Reports prepared by school divisions vary depending on the size and organizational structure of the division and the desires and needs of the school board and board of supervisors. Many times reports are broken down by major functional units such as schools and departments and then by major object of expenditures. An example of a report is shown in Exhibit 4-8. Similar reports for revenue budgets are prepared monthly to monitor the receipt of funds during the year. Also, financial managers regularly analyze expenditure and revenue trends and project amounts for the remainder of the year to provide oversight groups with year-end estimated amounts and balances.

**EXHIBIT 4-8
BATH COUNTY SCHOOLS
EXAMPLE OF MANAGEMENT REPORT**

ORGANIZATION/ OBJECT OF EXPENSE	BUDGET	MONTHLY EXPENDITURES	YTD EXPENDITURES	ENCUM- BRANCES	REMAINING BALANCE
BATH HIGH SCHOOL					
Classroom Salaries	\$	\$	\$	\$	\$
Support Salaries	\$	\$	\$	\$	\$
Substitute Salaries	\$	\$	\$	\$	\$
Fringe Benefits	\$	\$	\$	\$	\$
Instructional Materials	\$	\$	\$	\$	\$
Travel	\$	\$	\$	\$	\$
Capital Outlay	\$	\$	\$	\$	\$
Other Expenditures	\$	\$	\$	\$	\$
Total Bath High School	\$	\$	\$	\$	\$
TRANSPORTATION DEPARTMENT					
Salaries	\$	\$	\$	\$	\$
Fringe Benefits	\$	\$	\$	\$	\$
Fuel	\$	\$	\$	\$	\$
Capital Outlay	\$	\$	\$	\$	\$
Other Expenditures	\$	\$	\$	\$	\$
Total Transportation	\$	\$	\$	\$	\$

Source: MGT of America, Inc., April 2006.

The division's financial management system has a report writer function that allows reports to be easily developed from data contained in the system. The Business Manager is experienced in the use of this function and can easily produce reports to meet the information needs of the BCPS School Board, County Board of Supervisors, and public.

RECOMMENDATION

Recommendation 4-1:

Develop summary financial reports for the school board, the board of supervisors, and the public.

Summary reports that present the division's budget data in a more user-friendly manner will make it much easier for members of the board, county board of supervisors, and public to understand how the division is expending its funds and the status of its financial resources. The readers in general become better informed and develop confidence in the data.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The Business Manager will need to spend approximately 40 hours developing summary reports using the financial system's report writer capabilities, and an estimated eight hours each month preparing the reports.

FINDING

Payments to vendors are delayed until the board approves a list of checks ready to be signed. All checks, except for payroll and some fiscal agent checks, have to be approved by the board at its monthly meeting prior to being released to vendors.

The business office and school secretary/bookkeepers spend time discussing with vendors why their payments are delayed. In most cases, the checks are waiting to be approved at the next board meeting. Invoices received a few days prior to a board meeting do not get board approval until the following month, which delays the payment to the vendor for well over a month. Although the division has been successful through verbal discussions with vendors in almost eliminating late payment penalties, it does require employee time to talk to the vendors and explain to them why payments are delayed and when they can expect their checks.

It was reported to the review team that vendors have not refused to continue to provide materials or services to the division because of the delayed payments, but the delays could be increasing the cost of those materials and services. Vendors could very possibly be charging a higher price for their supplies or services to account for the time they are without payment.

Checks presented to the board for approval are for purchases of materials/supplies or services that have already been received by the division. The division is thus legally bound to make a payment to the vendor, and the approval by the BCPS School Board

provides little if any value to the process. Virginia Code 22.122 B. provides for the board to appoint an agent to approve payments, as follows:

A School Board may, in its discretion by resolution, appoint an agent, and a deputy agent to act for the agent in his absence or inability to perform this duty, to examine and approve such claims and, when approved by him or his deputy, to order or authorize the payment thereof. A record of such approval and order or authorization shall be made and kept with the records of the BCPS School Board...

Timely payment of vendors is a very important component of a division's purchasing and payment program. Vendors must know they are going to be paid in a timely manner after they provide materials/supplies and services in compliance with contract and purchase order provisions. This improves business relations and in many instances reduces cost.

RECOMMENDATION

Recommendation 4-2:

Delegate payment approval to the superintendent and Business Manager.

Payments to vendors will be improved by delegating approval of checks to the superintendent and Business Manager as authorized by the Virginia Code. The board can still provide oversight of all checks issued by the division by receiving the list of checks.

Timely payments to vendors will decrease the amount of time that the business office and school secretaries/bookkeepers and department heads spend explaining to vendors why payments are delayed. More timely payments will improve relations with vendors and may also reduce cost because vendors will be without payment for a shorter period of time.

FISCAL IMPACT

This recommendation can be implemented with existing resources. It will save the Business Manager and school and department staff time each month as they will not have to explain to vendors why their payment is delayed. It also has the potential to reduce the cost of purchasing.

FINDING

The division does not provide central oversight of telephone contracts and costs. Schools are allowed to acquire telephone services and develop policies for their use, and do not send invoices to the central office for review and payment.

Each school has separate contracts for telephone service and separate internal policies and procedures for how telephones are to be used and how they are secured. Each of the schools provides a different level of security for the use of telephones. The high school has three lines that require a security code before a call can be made; Valley Elementary has codes for all its phones; and Millboro does not have any of its phones

secured by access codes. In addition, the central offices do not require access codes for the use of any of their phones. Long-distance costs for the division total approximately \$8,000 annually, which is composed of central office costs of approximately \$5,000 and schools' annual costs of approximately \$3,000.

Budgeting for telephones at the schools and the payment of invoices involve an unusual process. Budgets for telephone costs for each of the schools are approved during the budget development and approval process. Checks written from the division's operating funds are deposited into each school's activity fund account. Checks are written to the schools for their telephone budgets upon their request. The payments can be quarterly, semi-annual, or annual. Invoices for telephone service are sent directly to the schools by the provider, and payments are made by the schools from the activity fund account established for that purpose. Invoices don't come to the central office for review and oversight or approval.

Activity for telephone costs at the schools is accounted for in their activity fund accounts. Exhibit 4-9 provides a summary of balances for the accounts at the end of 2004 and 2005 and the amount that is budgeted for 2006. A review of the activity in the telephone accounts as reported in the 2004 audit report shows that only \$3,500 of the \$4,500 that was budgeted for that year was deposited to the Millboro account; however, \$500 was transferred from the school's general activity fund to the telephone account.

**EXHIBIT 4-9
BATH COUNTY PUBLIC SCHOOLS
TELEPHONE ACTIVITY FUND ACCOUNTS**

SCHOOL	BALANCE AT JUNE 30, 2004	BALANCE AT JUNE 30, 2005	BUDGETED 2006
Bath County High School	\$820	\$1,578	\$6,600
Millboro Elementary School	\$727	\$2,839	\$5,100
Valley Elementary School	\$1,344	\$1,322	\$5,500
TOTAL	\$2,891	\$5,739	\$17,200

Source: Activity fund audit reports for 2004 and 2005; BCPS's budget for 2006.

Without standard policies for the acquisition and management of telephone service, the division has no assurance that the most cost-effective contracts are being acquired by the schools and that the usage paid from division funds is for division purposes. The practice of depositing division funds to activity fund accounts and paying invoices from the accounts without any central oversight provides little control over the use of the funds. Also, allowing balances to remain in the accounts at the end of a fiscal year has the effect of allowing division funds that were approved for costs of one fiscal year to be used in the next fiscal year.

Internal controls over budgeted funds dictate that oversight be provided for all disbursement of funds. Effective budget management also requires processes to be in place to ensure funds are expended for costs of the year for which they were budgeted.

RECOMMENDATION**Recommendation 4-3:**

Centralize management of telephone contracts, develop use policies, and discontinue the practice of processing school telephone financial transactions through activity funds.

FISCAL IMPACT

The fiscal impact of implementing this recommendation will be a one-time increase in the division's general fund from the return of the accumulated excess amounts in three schools' activity funds, estimated to total approximately \$4,315 which was the average balance at the end of the 2004 and 2005 years. Although there is no specific indication that long distance costs are excessive, by implementing use policies and requiring access security codes for all long-distance calls the division will also decrease long-distance costs by a minimum of \$800 a year. The \$800 estimated saving is based on a 10 percent reduction in long-distance costs.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Transfer Excess Funds to the Division's General Fund	\$4,315	\$0	\$0	\$0	\$0
Establish Telephone Use Policies and Access Security Codes	\$800	\$800	\$800	\$800	\$800
TOTAL	\$5,115	\$800	\$800	\$800	\$800

4.3 Budget

A division's budget is one of the most important documents a school division prepares because it identifies the funding for programs and how they are to be financed. Effective budgeting provides a division with a solid financial foundation. Costs must be reported accurately and controlled effectively.

Budget preparation and administration are important aspects of an organization's overall operations. Administrators find it challenging to provide adequate resources for progress within the restraints of available funding sources. Accurate planning and budgeting are especially critical for small organizations. The target is smaller, so errors are magnified. Sound budgeting practice benefits the organization by establishing a documented method for budget development, adoption, and administration and also provides controls for expenditures of funds within approved allocations.

Exhibit 4-10 shows the BCPS budget for the five categories for which the Bath County Board of Supervisors provides funding. The division's overall budget increased by 10.38 percent between 2004 and 2006, and the requested amount for 2007 is a 14.76 percent

increase over the 2006 budget. The highest percent increase between 2004 and 2006 was 19.13 percent in the administration category.

**EXHIBIT 4-10
BATH COUNTY PUBLIC SCHOOLS BUDGET
2004-2007**

CATEGORY	BUDGETED				REQUESTED
	2004	2005	2006	PERCENT INCREASE 2004 TO 2006	2007
Instruction	\$6,216,442	\$6,671,756	\$6,853,698	10.25%	\$7,627,690
Administration	\$368,909	\$409,544	\$439,475	19.13%	\$481,564
Transportation	\$688,601	\$688,600	\$722,509	4.92%	\$888,675
Operations and Maintenance	\$1,025,847	\$1,212,429	\$1,173,357	14.38%	\$1,536,244
School Food	\$475,378	\$490,000	\$505,861	6.41%	\$582,564
TOTAL	\$8,775,177	\$9,472,329	\$9,694,900	10.48%	\$11,116,737

Source: BCPS budget reports for 2004-2006 and proposed budget for 2007.

FINDING

The Technology Director developed an interactive budget spreadsheet process that enables board members to anticipate the impact of proposed changes to the budget request. The Technology Director attends budget work sessions and meetings. His laptop computer contains the most current data for the budget request in Excel spreadsheets. Detailed data are linked to summary budget schedules that enable him to calculate what-if scenarios and provide immediate impact statements to board members wishing to consider changes. The Technology Director developed the Excel spreadsheets and over time has improved them to be more interrelated, whereby totals for summary information are derived from the detail in the individual budgets. Before the spreadsheets were interactive, the data for the summary totals were keyed in and many times the totals did not agree with the detail.

COMMENDATION

Bath County Public Schools is to be commended for its use of interrelated spreadsheets in the budget development process, which show board members the immediate impacts of what-if scenarios.

FINDING

The division does not require budget adjustments for costs that exceed line item amounts authorized by the board. Although the board approves detailed line item budgets by object of expense for schools and departments, the budgets are allowed to be exceeded and the balances to go negative. The format of the division's budget document does not completely align with the format required to report expenditures for the annual school report that must be prepared by the division, thus causing some of the budget balances to go negative.

Budgeted amounts approved by the school board are entered into the division's financial management system. Reports are run monthly from the financial management system that shows the expenditures that have been paid from the various line item budgets and the balances remaining for the budgeted amounts. The division routinely allows budget amounts to be exceeded and does not require revisions to be made to document authority from the school board to expend additional amounts in the impacted line item budgets.

The division closely monitors and ensures that the funding provided by the county board of supervisors is not exceeded in these major categories:

- Administration, Attendance, and Health;
- Instruction;
- Pupil Transportation;
- Operations and Maintenance; and
- School Food Services.

As shown in Exhibit 4-11, a number of the amounts approved for the 2005 budget were exceeded during the year, and as of April 20, 2006, expenditures for a number of categories had already exceeded the approved amounts for the 2006 budget.

It must be noted that the negative balances for instruction support-guidance, instruction support-improvements, instruction support-media specialist, instruction support-principal and classroom instruction-support are in part caused by FICA and retirement costs shown as expenditures of those line items when the budgeted amounts are shown in separate line items. Although the Business Manager has made improvements that more closely aligns the budget document with required annual school expenditure reporting, there are still situations that cause budgeted amounts not to be aligned with expenditures.

During the first eight or nine months of the year, the Business Manager reviews purchase orders and verifies budget balances to determine if funds are available, but does not prepare encumbrance entries before forwarding the purchase orders to the superintendent for final approval. During the last three or four months of the year, encumbrances are prepared and entered into the financial management system for purchase orders received from schools and departments. The system automatically checks for available budget before accepting an encumbrance. If budget balances are not available, a warning appears on the screen. The Business Manager normally uses the budget warning to attach a note to the superintendent indicating that funds are not available; however, the system will accept the purchase order and allows a negative budget balance to be recorded for that item.

Monthly reports given to the board can be used to determine when approved budgeted amounts have been exceeded, and the superintendent and/or Business Manager often discuss budgets that have gone negative with board members. This discussion does not identify funding for the budgets that have been exceeded and does not lead to formal approval from the board for the expenditures that exceed the previously approved budgeted amounts.

Although the BCPS School Board Policy DA-R – Management of Funds addresses budget adjustments and states “The superintendent is authorized, based on prior

approval of the School Board, to make line item and/or object code transfers within a category,” adjustments are not made. The only time the original budget is adjusted is when the division receives a supplemental appropriation from the County Board of Supervisors.

**EXHIBIT 4-11
BATH COUNTY PUBLIC SCHOOLS
BUDGETS EXCEEDING APPROVED AMOUNTS
2005 and 2006**

BUDGET YEAR	BUDGET CATEGORY	BUDGET AMOUNT	EXPENDITURES	BALANCE
2005 Budget	Aides' Salaries	\$313,438	\$334,863	(\$21,425)
	Substitute Wages	\$58,858	\$85,607	(\$26,749)
	Workers' Compensation	\$1,450	\$7,639	(\$6,189)
	Materials	\$157,744	\$168,720	(\$10,976)
	Instruction Support – Guidance	\$240,360	\$388,471	(\$148,111)
	Instruction Support – Improvements	\$301,350	\$363,898	(\$62,548)
	Instruction Support – Media Specialist	\$134,687	\$163,623	(\$28,936)
	Instruction Support – Principal	\$352,698	\$437,516	(\$84,818)
	Classroom Instruction – Support	\$228,200	\$307,412	(\$79,212)
2006 Budget	Substitute Wages	\$58,858	\$83,289	(\$24,431)
	Instruction Support – Guidance	\$36,205	\$192,256	(\$156,051)
	Instruction Support – Improvements	\$207,005	\$263,304	(\$56,299)
	Instruction Support – Principal	\$243,587	\$369,664	(\$126,077)

Source: BCPS's Year-to-Date Expenditure Reports, June 30, 2005, and April 20, 2006.

Frequent budget adjustments are not advisable since they defeat the purpose of the budget as a planning and control tool. If budgets are prepared with a reasonable amount of care, few amendments are normally necessary. When officials desire to amend a budget, they should state their case in writing to the board, including:

- what expenditures are to be increased;
- how the increase is to be funded: by a reduction in estimated year-end fund balance; by a reduction in other expenditures, or by an increase in receipts above budgeted amounts;
- justification for the amendment; and
- course of action if the amendment is not approved.

Not requiring budget adjustments and not aligning budgeted amounts with expenditures that allow budget balances to be exceeded limits the value of budgets. Budgets and subsequent expenditures within the budget limits are very important for effective budget management. Not identifying available funds enables expenditures to be incurred for items that have not received board approval and also increases the risk that the total budget will be exceeded.

RECOMMENDATION

Recommendation 4-4:

Develop a policy that provides guidance as to when budget adjustments are to be prepared and complete the process to align the budget document with annual school expenditure reporting requirements.

A budget adjustment policy will ensure that all expenditures receive the approval of the board and help ensure that total budgeted funds are not exceeded. The Business Manager should develop a policy that states when a budget must be adjusted and the process that must be followed to obtain board approval. The policy should also specify what actions the Business Manager is to take if invoices or purchase orders are sent to the business office for processing when authorized budgeted amounts are not available. The Business Manager should present the policy to the school board for approval. The policy should then be distributed to all department heads and school principals. The Business Manager should also ensure expenses are coded to the correct budget.

FISCAL IMPACT

This recommendation can be implemented with existing resources. However, the Business Manager will need to spend an estimated 40 hours developing the policy and approximately eight hours each month providing budget adjustment data to the board and making the adjustments.

FINDING

The division's schedule for budget development includes dates for board budget workshops, special board budget meetings, and two public hearings. However, it does not include the deadlines for staff work to be completed or a tentative date for when the budget is to be presented to the board of supervisors for approval.

Exhibit 4-12 presents the division's budget development calendar for the 2006-07 year. The division's budget process requires input from teachers and various documents from the principals and department heads, but their required involvement and due dates for submitting their input is not included in the calendar.

A school division's budget is a critical tool that ensures that the school division is adequately maintaining and controlling its financial resources. It is most effective when a variety of parties have participated in its development. Without a comprehensive formal budget calendar, important dates may be forgotten and important tasks may be

overlooked or performed out of sequence, endangering the progress of the entire process.

**EXHIBIT 4-12
BATH COUNTY PUBLIC SCHOOLS
SCHOOL BOARD BUDGET DEVELOPMENT CALENDAR
2006-07**

DATE	DAY OF THE WEEK	TIME	DESCRIPTION
December 7, 2005	Wednesday	5:15	Presentations by Principals/Administrators
December 8, 2005	Thursday	5:15	Presentations
January 5, 2006	Thursday	5:30	School Board Budget Work Session
January 19, 2006	Thursday	5:30	School Board Budget Work Session
February 2, 2006	Thursday	5:30	School Board Budget Work Session
February 16, 2006	Thursday	5:30	School Board Budget Work Session
March 7, 2006	Tuesday	7:00	School Board Meeting / Public Hearing on Budget
March 9, 2006	Thursday	5:30	School Board Budget Work Session
March 16, 2006	Thursday	5:30	School Board Budget Work Session
March 23, 2006	Thursday	5:30	School Board Meeting / Public Hearing on Budget

Source: Bath County Public Schools, April 2006.

Developing and publishing a budget calendar helps ensure that the budget is completed on schedule and that all those involved know exactly when their input is required so they can effectively schedule time to complete their required tasks. A publicized calendar also provides information to the general public as to when their input can be provided.

RECOMMENDATION

Recommendation 4-5:

Expand the budget development calendar to include staff deadlines and presentation to the board of supervisors.

A comprehensive budget calendar will help ensure that all parties know when their involvement is required and that the budget will be completed on schedule. The superintendent should develop a budget calendar that includes the dates when division staff are to complete budget development activity and when the budget is tentatively scheduled to be ready for presentation to the board of supervisors for approval. The calendar should be presented to the BCPS School Board for approval and then made available to all interested parties. During the budget development process, the calendar should be followed and when necessary formally amended.

FISCAL IMPACT

This recommendation can be implemented with existing resources and very little staff time.

FINDING

The county has not completed its preparation for converting the division's budget to a modified accrual basis of accounting. The county, at the direction of the external auditor, will be converting its accounting process to the accrual basis, including annual budgets. At the time of the site visit, the county had not yet decided whether the change would be made for the 2006 or the 2007 year.

The modified accrual basis is the general accepted method established by the Governmental Accounting Standards Board (GASB). GASB is a private, nonprofit organization. Similar to the Financial Accounting Standards Board, which sets accounting standards for private companies, GASB oversees the financial reporting of public bodies. GASB issues statements periodically to clarify or change accounting and financial reporting for governmental entities.

Prior to this change, all expenditures charged to school division's budget were on the cash basis, meaning that the budget year that was charged with the expense was the year in which the check was actually written. For example, the annual insurance property insurance premium that is due in early July would be recorded as an expense of the earlier year's budget if the check were written in June but as an expense of later year's budget if the check were written in July. Also, it was reported to the review team that when available budget is not available at the end of a year, checks are just held until the new year starts and the expense is recorded to that year's budget.

Changing to the modified accrual basis of accounting for the budget will require expenditures to be charged to the year that the expense pertains to and not just the year in which the check was written. This change could have a significant impact on the school division's budget and result in budgets being inadvertently exceeded.

When accounting processes are changed, they normally only have a significant impact only for the first year in which the changes are implemented. To alleviate confusion and inadvertent impacts, a thorough understanding of the impacts, planning for the impacts, and informing oversight boards and funding authorities are essential.

RECOMMENDATION

Recommendation 4-6:

Plan for and inform the school board and county board of supervisors of the impact of changing the division's budget to the modified accrual basis of accounting.

Involving the Business Manager, the county treasurer, and the county's external auditor in the planning for the conversion of the division's budget to the modified accrual basis will help identify and make provisions for the impact of the change. Thoroughly informing the BCPS School Board and the Bath County Board of Supervisors about the impact of the change will reduce the confusion and misunderstandings that almost always arise when a change of this nature occurs.

FISCAL IMPACT

This recommendation can be implemented with existing resources. However, the Business Manager will need to spend an estimated 40 hours working with the county treasurer and external auditor to make plans for implementing the new process. The Business Manager will also need to spend an estimated eight hours each month during the last two months and the first two months of a budget year analyzing expenditures to ensure that they are recorded to the appropriate budget year.

FINDING

The Technology Director developed an interrelated Excel spreadsheet system that provides good support for the budget development process; however, procedures or guidelines for its use are not documented. Also, no other staff in the division are familiar enough with the system to be able to complete the process in his absence.

Departments and schools submit budget requests, as directed by the superintendent. Budget requests come to the superintendent's office and are then entered into the Excel spreadsheets maintained by the Technology Director. Requested budgets received from schools and departments are reviewed by the superintendent and discussed with principals and director/supervisors prior to being submitted to the board. The requested amounts are entered into the Excel spreadsheets and presented to the board. The Business Manager is not actively involved in the budget development process, but is frequently consulted and provides current and historical data to include in the budget documents. He is also available at budget work sessions to assist in answering board member questions.

After budget data are received from departments and schools and entered into the Excel spreadsheets, they are used to assist the school board in making changes to the requested amounts. Requested budget amounts are maintained in the budget spreadsheets throughout the review process and are used to arrive at the final budget that is presented to the board of supervisors for funding. The superintendent directs the budget process and is assisted by a number of central office staff in addition to the Technology Director. The major steps followed in compiling data that is included in the Excel spreadsheets is as follows:

- The Technology Director copies the exact data from the previous year's budget into new budget spreadsheets and renames the worksheets for the current year.
- The secretary in the superintendent's office adjusts the amounts in the budget spreadsheets based on requests from principals and department heads.
- The Technology Director, with the assistance of the secretary in the business office, adds new positions that were approved after the previous year's budget was approved and for other staffing changes that occurred.

- The Technology Director or a secretary in the superintendent's office runs reports that are presented to the board that show the requested budgets for the upcoming year.
- The Technology Director makes adjustments to the budget spreadsheets as the school board approves changes.
- The Technology Director or a secretary in the superintendent's office runs final budget reports that are presented to the Bath County Board of Supervisors for funding.

An important internal control feature is to ensure that vital processing such as budget development is documented and more than one individual can complete the process. When only one individual is fully trained and knowledgeable in performing critical functions, the division is left vulnerable if that individual is unavailable or leaves. Effective divisions identify critical processes and cross-train at least one other staff member to ensure that someone knowledgeable is available as backup when primary personnel are unavailable.

RECOMMENDATION

Recommendation 4-7:

Document budget development procedures, increase the Business Manager's involvement in the budget development process, and cross-train the Business Manager in the use of the interrelated Excel spreadsheets used to develop the division's budget request.

Documenting the budget development process and cross-training the Business Manager in the use of the Excel spreadsheets will help ensure that the process can be completed in the absence of the Technology Director. Involving the Business Manager more in the budget development process will provide him with a better understanding of the content of the budget which will help him to better monitor the budget and will also give the board greater access to his expertise.

Also, at some point in the future the division might want to consider evaluating commercial budget development software packages to determine if they meet the needs of division.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The Business Manager and Technology Director will have to spend an estimated 40 hours each in cross-training activities, and the Business Manager's involvement in the budget development process will require many hours of his time each year.

4.4 Purchasing

Effective purchasing processes ensure that high-quality supplies, equipment, and services are purchased at the best price, in the right quantity, from the right source, and in accordance with local and state purchasing guidelines, without sacrificing quality and timeliness. Policies should clearly establish purchasing authority, what methods are required for each type of purchase, and provisions for conflicts of interest and penalties for violating purchasing laws and policies. Purchasing procedures implement policies by documenting the steps to be taken by user departments and purchasing staff to procure goods or services.

FINDING

BCPS has not provided schools and departments with written purchasing guidelines. Principals and department heads have been informally delegated the authority to make purchases and are not required to obtain competitive quotes for materials/supplies or services for orders under \$30,000. Although division administrative staff state that it is standard practice to receive quotes from multiple vendors or to utilize state contracts, normally pricing information is obtained from a single vendor from which materials/supplies or services are to be obtained.

The division does periodically procure items through the Department of General Services, Division of Purchasing and Supplies' (DGS/DPS) electronic procurement system titled eVA. Although the opportunity is available to obtain a large variety of items through eVA, the division normally takes advantage only of purchases of custodial items and vehicles. Upon request, DGS/DPS may procure nontechnical materials, equipment, supplies, or services for local governments.

The BCPS School Board Policy DJ – Small Purchasing states in part:

The acquisition of property or services, the estimated cost which is less than \$30,000 may, at the discretion of the superintendent, or his/her designee, be on the basis of "Open Market" or informal bid procedures under which the requirement for an advertised invitation to bid need not be observed. Such purchases shall be in accordance with written procedures of the school division and shall provide for competition whenever practicable. Specific procedures for purchases under this section shall be published as an administrative regulation.

The BCPS School Board Policy DJA – Purchasing Authority further states:

All personnel in the division who desire to purchase equipment and supplies shall follow the established procurement procedures within their departments or schools for the issuance of a requisition or purchase order. All purchase orders must be forwarded to the superintendent or his/her designee, for approval and processing.

Many divisions establish purchasing guidelines for the acquisition of materials/supplies and services based on the amount and type of purchase. Also, many divisions delegate authority to schools and departments to make purchases that do not exceed a certain amount, such as \$250, without having to obtain prior approval from the central office.

Exhibit 4-13 presents an example of a purchasing policy that establishes guidelines for different types of purchases.

Not providing written guidelines for staff who have been delegated purchasing authority places an unnecessary burden on them and leaves them at risk of unknowingly violating the unwritten purchasing procedures of the division. In April 2006, the superintendent wrote a letter to school principals informing them that a significant number of purchase orders had been received in the central office after supplies and materials had been purchased, violating the policy that requires purchase orders to be prepared and approved for all purchases prior to the purchase being made. The letter further stated that many of the purchases had been made without using the tax exempt status of the division, so the vendors had charged sales tax. Also, in August of 2005 an employee entered into a contract for the purchase of uniforms with the understanding that verbal approval had been provided. The contract was ultimately cancelled and the employee had to personally pay for cost incurred prior to the canceling of the contract.

**EXHIBIT 4-13
PURCHASING POLICY
2004-05**

TYPE OF PURCHASE	REQUIREMENTS
Contract exceeding \$50,000	Competitive bids or competitive negotiations will be required for the purchase or lease of goods, or for the purchase of services, insurance, or construction. Must have board approval.
Commodity procurements between \$15,000 and \$50,000	Purchasing Office will obtain required pricing.
Commodity procurements between \$7,000 and \$15,000	Three written quotes are required.
Commodity procurements between \$1,000 and \$5,000	Three verbal quotes are required.
Commodity procurements below \$1,000	One quote. Prior approval for purchases between \$250 and \$1,000.
Unique services not exceeding \$7,000	One written or telephone quote with prior approval from Department Head and Purchasing Agent.
Sole Source	Must have prior approval from the Purchasing Agent.

Source: Williamsburg-James City County Public Schools, Purchasing Policy, 2005.

Unwritten policies and verbal approvals place both employees and the division in a position where purchases and contracts can made in a manner that is not acceptable to BCPS. Purchasing in the division is decentralized, with all principals and department heads being delegated the authority to make purchases. BCPS does not have a detailed written purchasing policy; however, the practice is for all purchases, regardless of the dollar amount, to be initiated by completing a purchase order that is signed by the principal/department head, approved by the Business Manager after he has verified that funding is available, and awarded final approval by the superintendent.

Divisions with successful purchasing programs in place normally have written purchasing manuals that accomplish the following:

- Establish a set of purchasing policies that clearly state purchasing processes for various types and amounts of purchases that follow applicable laws and guidelines.
- Set administrative procedures for implementing policies that reflect step-by-step purchasing guidelines for central office staff and school administrators that outline the procedures and forms to be used for competitive bidding, requests for proposals and competitive sealed proposals, and purchase orders.
- Clearly communicate purchasing policies to division staff, potential vendors, and the general public, and are followed without deviation.

RECOMMENDATION

Recommendation 4-8:

Establish a detailed purchasing policy and develop a written procedures manual that provides standard guidance to employees.

By establishing a detailed purchasing policy, the board will establish the standard guidelines for the division's purchasing activity. A written purchasing manual will document the procedures that must be followed to comply with the purchasing policy. Developing procedures will promote consistent purchasing practices, provide a reference tool for user training, reduce frustrations and inefficiencies in the purchasing process, and ensure the appropriate purchasing processes are followed. Including provisions in the procedures for the use of the Commonwealth's eVA purchasing system will increase the opportunity for the division to obtain items at a more competitive price,

FISCAL IMPACT

This recommendation can be implemented with existing resources. However, the Business Manager will need to spend an estimated 60 hours developing the policy and procedures and training division staff.

4.5 Activity Funds

BCPS has a fiduciary responsibility to properly administer student activity funds, which are comprised of school, club, or campus funds. According to the regulations of the school board, school activity funds are defined as "All funds received from extracurricular school activities, such as entertainment, athletic contests, cafeteria, club dues, etc., and from any and all activities of the school involving personnel, students, or property..."

School boards are responsible for administering the regulations established by the State Board of Education. School activity fund revenues may be generated from a number of sources, including athletics, concessions, publications, club activities, gifts, and fund-raising drives. Activity funds for BCPS comprise amounts relating to various extracurricular school activities, programs, and groups existing in the schools for the benefit of the schools, the students, and the faculty. The principal of each school is responsible for managing the funds and maintaining the records.

Each school maintains financial records of its activity funds on the EPES accounting software. Exhibit 4-14 shows the activity for the three accounts during 2004.

**EXHIBIT 4-14
BATH COUNTY PUBLIC SCHOOLS
ACTIVITY FUNDS
2004**

SCHOOL	BALANCE AT JUNE 30, 2003	RECEIPTS	DISBURSE- MENTS	BALANCE AT JUNE 30, 2004
Bath County High School and Mertz Vocational Center	\$158,212	\$348,827	\$334,615	\$172,424
Millboro Elementary School	\$12,128	\$46,052	\$39,158	\$19,022
Valley Elementary School	\$34,187	\$71,511	\$70,015	\$35,683
TOTAL	\$204,527	\$466,390	\$443,788	\$227,129

Source: BCPS Activity Fund Audited Annual Report, June 2005.

FINDING

Schools have not been provided with a local standard operating procedures manual for the management of activity funds. The Business Manager has however conducted training for school secretaries and the Department of Education's School Activity Fund Manual is available for general guidance. Each school uses an automated financial system called EPES School Accounting. This system provides for the recording of revenues and disbursements by account title and generates a monthly report that shows the beginning balance for each account, monthly revenues and expenditures, and the ending balance.

Each principal's secretary/bookkeeper assists him or her in managing activity funds. Although the schools use the same automated system, and the processes are similar at each of the schools, they are not standardized. One of the elementary schools requires that a requisition be completed for all expenditures, showing the teacher/sponsor who requested the purchase, a description of the supplies or services to be acquired, the cost, the vendor, and the date. The school also requires the principal's approval prior to the purchase being made. Although the high school uses requisitions, they are not always completed prior to the purchase, and the principal often provides verbal authorization for the transaction and approves the purchases by way of signing the requisition and check at time of payment.

The EPES system prepares a cash receipt form for cash/checks received. Schools are inconsistent in the manner in which they use this form. The cash receipt form has three sections, the first of which is usually given to the teacher/sponsor. The middle section may be given to a student when funds are received directly from the student, and the bottom section is attached to the bank deposit. Sometimes the entire form with all three sections is attached to the deposit, and at other times the top portion is provided to the teacher/sponsor after the funds are released to the secretary/bookkeeper.

BCPS's activity funds are audited each year by an outside firm engaged by the division. In addition to reviewing the accuracy of financial data, the audit reports contain a section

for management letter points intended to improve management of the funds. The audits for 2004 and 2005 contained the issues shown in Exhibit 4-15.

There is no standard procedures manual that provides formal guidance to principals, teachers/sponsors, or secretaries/bookkeepers on the proper process to follow in order to adequately document transactions or what constitutes acceptable expenditures. After the audit of the division's activity funds for the 2004 year, the Business Manager conducted training for the school's secretaries/bookkeeper and addressed the inappropriate actions noted in the audit report as shown in Exhibit 4-15. The training was successful in limiting the inappropriate actions noted during the 2005 audit. Periodic training is useful in reminding employees of specific issues but is not a substitute for a formal manual that documents policy and the approved standard procedures that are to be consistently followed.

Without an activity fund manual that establishes policy and provides guidance on how to manage the funds, the division is at risk of not fulfilling its responsibility to properly administer student activity funds. Manuals normally include guidance on what constitute acceptable expenditures, how transactions are to be documented, when to take actions such as following up on outstanding checks, and how to provide backup to the systems. Most of these matters have been discussed by the outside auditor in his management letter points.

**EXHIBIT 4-15
BATH COUNTY PUBLIC SCHOOLS
ACTIVITY FUND MANAGEMENT LETTER POINTS
2004 and 2005**

Year	School	Management Letter Points
2004	Valley Elementary School	Non-sufficient fund account had a deficit balance of \$17.85 as the result of a check not clearing bank in October 2001. Repeat of a 2003 year audit finding.
	Millboro Elementary School	Untimely deposit. Receipt was held for 21 days before being deposited.
	Valley Elementary School	Untimely deposit of eight receipts. Receipts were held between seven and 17 days before being deposited.
	Bath County High School	Transfers were used to correct errors between two accounts which overstated receipts and disbursements. Corrections should have been made with an adjusting entry to the original transactions.
2005	Bath County High School	Purchase order for \$6,232 was not approved by the principal.
	Millboro Elementary School	Manual reconciliation of account was performed and outstanding check list could not be found. Should have used automated process performed by the system.
	Valley Elementary School	Two checks were outstanding for over a year. Should have researched and taken appropriate action.
	All Schools	Back up procedures could not be verified as adequate.

Source: Activity Fund Audit Reports, 2004 and 2005.

RECOMMENDATION

Recommendation 4-9:

Develop a local written activity fund operations manual to help ensure funds are administered properly.

Developing an operations manual for schools to use that clearly states how activity funds are to be administered will assist principals, secretaries/bookkeepers, and sponsors to fulfill their responsibilities. A written manual will provide a good reference for new principals, secretaries/bookkeepers, and sponsors. It also will assist a staff person who is asked to fill in when a secretary/bookkeeper or sponsor is absent for an extended prior of time.

The Business Manager should chair a group composed of the three secretaries/bookkeepers that would create the operations manual. The secretary/bookkeeper at Bath County High School has a manual from another school division that can be used as a starting point for developing the division's procedures manual.

FISCAL IMPACT

This recommendation can be implemented with existing resources. The Business Manager and school secretaries will need to spend an estimated 20 hours each on implementing the recommendation.

4.6 Fixed Assets

An effective fixed asset management system accounts for division property accurately and safeguards it against theft and obsolescence. Planning and control of fixed asset transactions are crucial to the long-range financial plan of the division. Fixed-asset records should designate who is responsible for the custody and maintenance of individual items and assist the division in estimating future requirements. School divisions generally acquire fixed assets through a well-defined authorization procedure. Separate accountability for fixed assets is a specific legal requirement of many federal programs. An appropriate fixed asset system also provides data for financial reports and ensures adequate insurance coverage.

The most important reasons for keeping and maintaining accurate accounting records of fixed assets are:

- to furnish taxpayers with information about their investments in the division for operations;
- to provide the basis for adequate insurance coverage;
- to allow the division to assess the need for repair, maintenance, or replacement of assets;
- to establish a system of accountability for custody of individual items;

- to determine future budgeting requirements; and
- to identify lost or stolen items so that insurance claims can be filed, additional controls instituted, and accounting records adjusted to reflect the losses.

FINDING

BCPS does not track its investment in fixed assets and does not complete physical inventories to determine if fixed asset items are still in its custody. The division also does not have any formal policies or guidelines to direct the management of its investment in fixed assets. The procedure is for the county treasurer's office to have the responsibility for tracking all county assets, including school division fixed assets.

BCPS relies on the county to record and track fixed assets acquired with school division funds. The county reports the school division's fixed assets in its comprehensive annual financial report. For 2005 the division had net assets valued at \$4,457,962, which increased by \$239,787 during the year as presented in Exhibit 4-16.

EXHIBIT 4-16 BATH COUNTY PUBLIC SCHOOLS SUMMARY OF FIXED ASSETS 2005

	BALANCE JULY 1, 2004	INCREASES	DECREASES	BALANCE JUNE 30, 2005
Capital assets not being depreciated:				
Land and land improvements	\$238,282	-	-	\$238,282
Total capital assets not being depreciated	\$238,282	-	-	\$238,282
Capital assets being depreciated:				
Buildings and improvements	\$6,443,622	\$280,850	-	\$6,724,472
Machinery and Equipment	\$6,167,785	\$235,801	-	\$6,403,586
Total capital assets being depreciated	\$12,611,47	\$516,651	-	\$13,128,058
Less: Accumulated depreciation for:				
Buildings and improvements	\$2,999,438	\$157,276	-	\$3,156,714
Machinery and Equipment	\$5,632,076	\$119,588	-	\$5,751,664
Total accumulated depreciation	\$8,631,514	\$276,864	-	\$8,908,378
Capital assets being depreciated, net	\$3,979,893	\$239,787	-	\$4,219,680
Net capital assets	\$4,218,175	\$239,787	-	\$4,457,962

Source: Bath County Comprehensive Annual Report, June 30, 2005.

The external auditor states in the comprehensive annual report that capital assets include property, plant, equipment, and infrastructure. Capital assets are defined as items with an initial, individual cost of more than \$5,000 and an estimated useful life in excess of one year.

Fixed asset transactions are not identified and tracked during the year. BCPS does not have a complete list of its fixed assets where additions and deletions are made as they occur. Once a year, the division sends a letter to the county showing fixed asset items that were acquired during the year and those that should be deleted from the list maintained by the county. To determine what items were acquired during the year, the Business Manager reviews a list of purchase orders and attempts to identify items that qualify as fixed assets. The letter to the county provides a description of those items found, the date of purchase, the purchase price, and the estimated asset life. This process makes it very likely that all items that should be capitalized are overlooked and never placed on the fixed asset listing. To determine what items to take off the division's fixed asset list, the superintendent reviews a partial list of fixed assets provided by the county and simply crosses out items without providing any explanation as to why they are being deleted.

BCPS does not have a complete list of the fixed assets acquired from school division funds, nor does it have a policy requiring that a physical inventory be conducted. The division also does not have a policy that addresses individual accountability for fixed assets. There are no guidelines that require reimbursement for items lost due to negligence or provide proper procedures for recording lost or stolen items, such as obtaining a police report or employee affidavit. Conducting a physical inventory will identify what fixed assets the county has at that specific time but without policies pertaining to accountability there will be no assurance that the items are properly cared for.

Fixed asset policies normally address many issues that pertain to an entity's investment in fixed assets. Policies include guidelines for all fixed assets and regularly address:

- who is responsible for accounting for the division's investment in fixed assets and the system that is to be used for the accounting;
- responsibility and accountability for the property and equipment owned;
- the need for annual physical inventories;
- capitalization thresholds for property, equipment, land, and infrastructure;
- depreciation methods, salvage value, and a schedule of estimated useful lives;
- the difference between capitalized improvements and maintenance expenses;

- procedures for reporting junked, stolen, or missing property and what approvals are required to delete items from the inventory;
- procedures for receiving donated property; and
- procedures for transferring assets between division schools and departments.

To protect their investment in fixed assets, divisions track their assets and have policies that provide direction on how the assets are to be managed. As items are acquired they are immediately added to the list, and when the division disposes of an item through normal processes it is taken off the list. When an item cannot be found, the situation is examined and appropriate action taken. Normally all deletions must be approved by the School Board.

RECOMMENDATION

Recommendation 4-10:

Track fixed assets acquired from BCPS funds and develop fixed asset policies to direct the management of the division's investment in capital items.

A system to track fixed assets and a set of fixed asset policies will help ensure that the division's investment in fixed assets is being managed as desired by the board and will protect the investment by assigning accountability and holding principals and department heads responsible for the proper care and protection of the assets.

The Business Manager should review the county's current practices for fixed assets and develop a comprehensive set of policies. The Business Manager should require an annual physical inventory and give consideration not only to policies covering capitalization and depreciation but also to policies covering accountability.

Once the Business Manager develops policies directing the management of the division's fixed assets, the policies should be presented to the school board for approval. The Business Manager should obtain a complete list of the division's fixed assets from the county and make changes as assets are acquired and deleted. For control and accountability purposes, the division may want to track some capital assets costing less than the \$5,000 threshold for capitalization purposes that have high incidences of theft, such as computers, audiovisual equipment, and weapons. This may require establishing two lists, one for capitalized items for which depreciation will have to be calculated and recorded, and another for items that were not capitalized but which the county still wants to maintain control over and include in its physical inventory.

FISCAL IMPACT

This recommendation can be implemented with existing resources, although the Business Manager will be required to spend an estimated 10 to 15 hours completing the process. An annual inventory should not take more than 10 to 12 to complete.

**5.0 EDUCATIONAL SERVICE
DELIVERY AND
MANAGEMENT**

5.0 EDUCATIONAL SERVICE DELIVERY AND MANAGEMENT

This chapter reviews the delivery and evaluation of educational services to students in Bath County Public Schools (BCPS). It examines the educational delivery system to determine if the instructional programs are effective and staffed appropriately to support the division's goal of standards-based instruction. The broad-based review includes an analysis of documents, interviews, school visits, and survey responses from many employees who participated in the study, as well as comparative information from school divisions selected for their similarity to BCPS in size and student demographics.

The four major sections of this chapter include:

- 5.1 Curriculum and Instruction
- 5.2 School Improvement and Accountability
- 5.3 Career and Technical Education
- 5.4 Special Programs

CHAPTER SUMMARY

Bath County Public Schools is a small, rural school division in western Virginia. Its student population numbers 788 and is housed in three schools—one high school and two pre-kindergarten through eighth grade schools.

BCPS's most important function is to provide appropriate instruction to students. BCPS demonstrates exemplary practices throughout the division. While the division is small, the commitment of administrators, teachers, and support staff is evident in the overall performance of students throughout Bath County.

BCPS has developed a comprehensive plan to document its mission, goals, and objectives. Strategies for achieving the goals and objectives are also identified. School improvement plans are aligned with the division's comprehensive plan. The plan was developed through a collaborative effort between central office staff and school administrators and shows a focus on improving student achievement through standards-based instruction and assessment.

All three schools in Bath County are fully accredited according to Virginia Department of Education requirements. The division also met Adequate Yearly Progress (AYP) according to the requirements of the No Child Left Behind Act (NCLB). End of course exams show that the majority of students are successfully meeting assessment requirements for course credit. BCPS, however, does not consistently extend instruction to students who are low achieving or high achieving.

MGT recommends a number of improvements in the delivery of educational services, including:

- Eliminate a minimum of eight teaching positions by merging small classes and provide instruction through multi-level elementary classes or distance learning and dual enrollment at the secondary level.

- Improve elective offerings for middle school students.
- Continue to develop strong core curricula aligned with the Standards of Learning (SOLs).
- Develop and implement a divisionwide walk-through guide for classroom observations.
- Ensure that teachers maximize the amount of time allocated for instruction.
- Revise and implement a local plan for the education of gifted and talented students.
- Ensure that the BCPS media programs demonstrate the essential elements of standards-based curriculum and instruction.
- Ensure that school improvement plans reflect student achievement data and formative evaluation procedures.
- Implement the recommendations of the Virginia Department of Education Technical Assistance Team to improve career and technical education programs in Bath County.
- Explore the options for implementation of schoolwide discipline programs in all schools.
- Revise the BCPS guidance curriculum to be consistent with national standards as shown in the American School Guidance Association guidelines and the Virginia Department of Education Regulations.
- Develop a plan of activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities.

INTRODUCTION

The mission of BCPS is to “meet the educational needs of our diverse student population with the highest standards possible and to be the schools of choice for Bath County citizens.”

BCPS has established goals and objectives for school improvement in its comprehensive plan, including:

- To produce graduates who become citizens with strong academic, technical, physical, and social skills and who possess an appreciation for the arts.
- To continue to develop a strong core curriculum aligned with Virginia Standards of Learning, state and federal mandates, and local needs.

- To promote a safe and respectful environment that is conducive to teaching and learning.
- To support professional development and training for all instructional personnel.
- To evaluate career and technical education to better integrate it with the needs and demands of students and employers.
- To develop and revise the performance evaluation program for all employees.
- To develop a drug-free environment.
- To evaluate extracurricular activity participation.

Exhibit 5-1 shows an overview of peer public school divisions in 2004-05. As shown, BCPS is the smallest school division and has a higher percentage of students who are economically disadvantaged than three of the six comparison divisions.

**EXHIBIT 5-1
OVERVIEW OF PEER PUBLIC SCHOOL DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	CLUSTER IDENTIFICATION	TOTAL STUDENT POPULATION	STUDENT POPULATION PER 1,000 GENERAL POPULATION	PERCENT ECONOMICALLY DISADVANTAGED	TOTAL NUMBER OF SCHOOLS
Bath County	2	788	158	31.7	3
Bland County	2	919	131	32.3	4
Craig County	2	713	139	27.6	2
Mathews County	2	1,298	141	23.4	3
Rappahannock County	2	1,041	145	13.7	2
Richmond County	2	1,230	137	56.8	3
Surry County	2	1,142	167	52.3	3
PEER DIVISION AVERAGE	N/A	1,019	145	34.0	3

Source: Virginia Department of Education Web site, 2006; United States Census Bureau, 2000 Census Data; www.schoolmatters.com.

MGT survey results show that central office administrators, principals, and teachers believe that:

- The emphasis on learning has increased in recent years.
- Schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.
- Schools can be described as “good places to learn.”
- Most students are motivated to learn.

- The curriculum is broad and challenging for most students.
- Teachers know the material they teach.
- Teachers care about students' needs.
- Principals and assistant principals care about students' needs.

Fifty-eight (58) percent of teachers surveyed believe that schools do not effectively handle misbehavior problems. Forty (40) percent of teachers surveyed do not believe that students are motivated to learn. Sixty-seven (67) percent of teachers surveyed do not believe that parents take responsibility for their children's behavior in school.

During on-site interviews, it was reported that student behavior and motivation to learn can be challenging, but schools have developed schoolwide behavioral procedures for dealing with these issues. It was further reported that as parent involvement improves through school-based initiatives, student motivation to learn improves. As parents assume greater responsibility to their children's behavior at school, student behavior and motivation to learn improves. BCPS is working at the school-level to resolve these issues.

5.1 Curriculum and Instruction

The Department of Curriculum and Instruction provides leadership and expertise in the development of general education curricular and instructional initiatives that support student achievement. The department is responsible for the development and alignment of core curricula with the Virginia Standards of Learning (SOLs). This section will review BCPS's progress in providing challenging curricula for standards-based instruction.

FINDING

BCPS has the highest expenditures per pupil for instruction and administration when compared to six similar-size school divisions. Exhibit 5-2 shows the expenditures per pupil for instruction and administration for BCPS and the comparison school divisions.

This high cost in BCPS is largely due to the particularly small class sizes. Exhibit 5-3 shows the teacher staff levels and teacher to pupil ratios for BCPS and similar-size school divisions. As can be seen, the teacher to pupil ratio is lower than every comparison school division with the exception of Surry County in kindergarten through grade 7.

The Virginia Standards of Quality (SOQ) class size requirements are as follows:

- Kindergarten through grade 3 – 24:1 with a maximum class size of 29 in kindergarten and a maximum class size of 30 in grades 1 through 3.
- Grades 4 through 6 – 24:1 with a maximum class size of 25.
- Middle and high school – 21:1.

The BCPS class sizes are significantly below the Virginia SOQ class size requirements and may not continue to be fiscally feasible. To realize a fiscal savings in BPCS, class size could be increased, thereby decreasing the number of classroom teachers required. BPCS could find that greater emphasis on dual enrollment for higher-level academic courses and career and technical education courses is more fiscally feasible than maintaining extremely small class sizes at the secondary level. In addition, BCPS could find that multi-age classrooms are as effective, if not more so, at the elementary level.

RECOMMENDATION

Recommendation 5-1:

Eliminate a minimum of eight teaching positions by merging small classes and provide instruction through multi-level elementary classes or distance learning and dual enrollment at the secondary level.

BCPS should improve fiscal efficiency by increasing class sizes to a minimum of 99 teachers to 1,000 students. This is the approximate division average for total teachers per 1,000 students when comparing BCPS to similar-size school divisions. Even with this recommended decrease in teaching staff, BCPS should continue to have significantly smaller class sizes than required by the Virginia SOQ. BCPS should assess the current enrollment of career and technical education courses and higher-level academic courses at the high school and should consider alternative options for the delivery of instruction, such as distance learning or dual enrollment at local colleges or career and technical centers. The division could not only become more fiscally efficient, but also could have the opportunity to improve the quality of instruction through multi-age grouping, distance learning, and dual enrollment opportunities.

It should be noted that BCPS staff believe that eliminating eight teaching positions will have a negative impact on programs and services. The division has been criticized in the past for multi-level classrooms. The staff also believes that eliminating eight teaching positions would require higher achieving students to participate in more distance learning classes and participate less in face-to-face classes.

FISCAL IMPACT

By eliminating eight teaching positions, BCPS would realize a cost savings of \$396,240. This is calculated as follows: \$39,000 salary plus 27 percent benefits or \$10,530 equals \$49,530 times eight teaching positions comes to \$396,240.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Eliminate Eight Teaching Positions	\$396,240	\$396,240	\$396,240	\$396,240	\$396,240

**EXHIBIT 5-2
EXPENDITURES PER PUPIL FOR
INSTRUCTION AND ADMINISTRATION
PEER SCHOOL DIVISIONS
2004 FISCAL YEAR**

SCHOOL DIVISION	INSTRUCTION PER PUPIL ¹	ADMINISTRATION PER PUPIL ²
Bath County	\$7,414.67	\$323.13
Bland County	\$5,414.79	\$341.98
Craig County	\$5,642.21	\$279.17
Mathews County	\$5,205.47	\$224.48
Rappahannock County	\$6,529.18	\$390.94
Richmond County	\$5,331.99	\$310.49
Surry County	\$8,102.18	\$584.20
PEER DIVISION AVERAGE	\$6,234.35	\$350.63

Source: 2004 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2006.

¹ Represents expenditures for classroom instruction, guidance services, social work services, homebound instruction, improvement of instruction, media services, and office of the principal. This column does not include expenditures for technology instruction, summer school, or adult education, 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 5-3
TEACHER STAFFING LEVELS AND PUPIL: TEACHER RATIOS
PEER SCHOOL DIVISIONS
2003-04 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
Bath County	107.77	9.9	8.4
Bland County	88.75	11.7	10.6
Craig County	87.34	11.9	10.8
Mathews County	81.80	12.4	12.0
Rappahannock County	88.39	12.2	10.3
Richmond County	75.98	13.2	13.1
Surry County	110.30	8.2	10.7
PEER DIVISION AVERAGE	91.48	11.4	10.8

Source: 2003 Superintendent's Annual Report for Virginia, Virginia Department of Education Web site, 2006.

*Ratios based on end-of-year enrollments.

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

FINDING

BCPS continues to develop strong core curricula aligned with the Standards of Learning (SOLs), state and federal mandates, and local needs. Further curricular development is needed in core academic subjects, pacing guides, benchmark assessments, and alignment with Virginia SOLs.

The comprehensive plan for BCPS documents the need for continued curricular development. The division has recently aligned the local science curriculum with SOLs. Exhibit 5-4 shows an example of the curriculum guide for world geography. As can be seen, the guide identifies the skills and objectives, key vocabulary, tasks, and assessments. The guide does not include a time frame for pacing the instruction.

Other core academic curricula are in need of development or revision. The comprehensive plan documents that the division must:

- develop physics and physical science curricula;
- review and revise core area curricula for math; English, reading, and language arts; history and social studies; and science at all grade levels; and
- continue curriculum development in non-core areas of foreign language, fine arts, health, and physical education.

The Virginia Department of Education (VDOE) has provided local schools divisions with sample curricula in the areas of mathematics, science, and English. The sample curricula were developed by a consortia of small school divisions in several regions across Virginia. The VDOE compiled the curricula to provide a beginning point for local curriculum efforts with the understanding that considerable staff development, alignment to specific instructional materials, and the development of additional objectives would be necessary.

BCPS must expand upon the sample curricula provided by the Virginia Department of Education and ensure that there is an alignment to specific instructional materials.

COMMENDATION

BCPS is commended for developing and implementing a comprehensive curriculum guide for science.

RECOMMENDATION

Recommendation 5-2:

Continue to develop strong core curricula aligned with the Standards of Learning (SOLs), state and federal mandates, and local needs.

BCPS should continue its effort to align all curricula with the Virginia SOLs to ensure compliance with state and federal mandates. The curriculum guides should include a time frame for pacing instruction and sample strategies for differentiation of the instruction for underachieving or overachieving students. BCPS should expand upon the sample curricula provided by the Virginia Department of Education and ensure that there is an alignment to specific instructional materials.

**EXHIBIT 5-4
BATH COUNTY PUBLIC SCHOOLS
SCIENCE CURRICULUM GUIDE
UNIT I DISCOVERING WORLD GEOGRAPHY**

SKILLS/OBJECTIVES	VOCABULARY	TASKS	ASSESSMENTS
<p>(1) Students will use a variety of sources to support the process of geographic inquiry. They will:</p> <ul style="list-style-type: none"> ? explain the use of symbols, color, lines, and boundaries; ? <u>explain the uses of latitude and longitude;</u> ? explain how relative location is used to describe places; ? <u>identify different scales necessary for developing map representations;</u> ? <u>explain the use of a compass rose (directional indicator).</u> <p>(2) Students will describe how mental maps can be developed and refined.</p> <p>(3) Students will <u>explain how maps reflect changes over time.</u></p> <p>(4) Students will <u>describe the major types of thematic maps.</u></p> <p>(5) Students will define weather, climate, and climate patterns.</p> <p>(6) Students will describe how ecological and economic processes influence human populations.</p>	<p>Terms to Know</p> <ul style="list-style-type: none"> ? <u>Scale</u> ? <u>Latitude</u> ? <u>Longitude</u> ? <u>Relative location</u> ? <u>Geographic Information Systems</u> ? <u>Orientation</u> ? <u>Satellite images</u> ? <u>Compass rose</u> ? <u>Map representations</u> ? Mental maps ? <u>Thematic maps</u> ? Equator ? Prime Meridian 	<p>(Objective 1) Tasks 2, 3, and 5, page 2; Question Overview, page 3; Initial Activity, Tasks 1-3, page 4; Task 1, page 8, Tasks 4, 7, and 9, page 10</p> <p>(Objective 2) Task 1, page 2</p> <p>(Objective 3) Question Overview, page 7; Task 6, page 10</p> <p>(Objective 4) Task 6, page 3; Task 4, page 4; Task 7, page 5; Question Overview, page 7; Tasks 2 and 3, page 9; Tasks 5 and 8, page 10; Task 11, page 11</p> <p>(Objective 5) Question Overview, page 7; Task 5, page 10</p> <p>(Objective 6) Task 5, page 4; Task 8, page 5; Task 9 and Concluding Activity, page 6; Task 12, page 11</p>	<ul style="list-style-type: none"> ? Essay assessments ? Product analysis ? Presentations ? Discussions

Source: BCPS, Department of Instruction and Personnel, 2005.

FISCAL IMPACT

This recommendation can be implemented using existing staff development funds.

FINDING

BCPS principals do not have a research-based walk-through guide for classroom observations.

The Director of Instruction and Personnel works with principals in the implementation of standards-based curriculum and aligned assessment. As the instructional leader of the school, the principal's knowledge of curriculum, pacing of instruction, and appropriate instruction is critical to the overall improvement of student achievement. With an effective walk-through guide, principals can document specific teaching and learning observations within the classroom. Based on classroom observations documented on the walk-through guide, principals can provide teachers with constructive feedback in a quantitative way.

During on-site visits, it was reported that principals use the teacher evaluation form to document classroom observations. This form is not conducive to documenting specific strategies, time on task, or standards-based instruction. It was also reported that a more comprehensive walk-through guide consistent with SOLs and instructional strategies would be a more effective means for principals to document instruction and provide specific feedback to teachers.

RECOMMENDATION

Recommendation 5-3:

Develop and implement a divisionwide walk-through guide for classroom observations.

BCPS should develop and implement a divisionwide walk-through guide for classroom observations. The guide should serve to document both appropriate instruction and areas for improvement, and to provide feedback to teachers as part of the ongoing evaluation process.

The walk-through guide should be research-based and geared for elementary, middle, and high school levels. The results of the observation should be shared with the teacher within two days of the walk-through. Principals should also be evaluated on their adherence to a regular walk-through schedule to ensure the appropriate implementation of curriculum in all classrooms.

Exhibit 5-5 documents the purpose of an effective walk-through.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

EXHIBIT 5-5 PURPOSE OF EFFECTIVE WALK-THROUGHS

Enduring Understanding: “The purpose of WALK THROUGHS is to increase the quality and frequency of intellectual discourse about teaching and learning.”

- Research for Better Teaching, Inc.

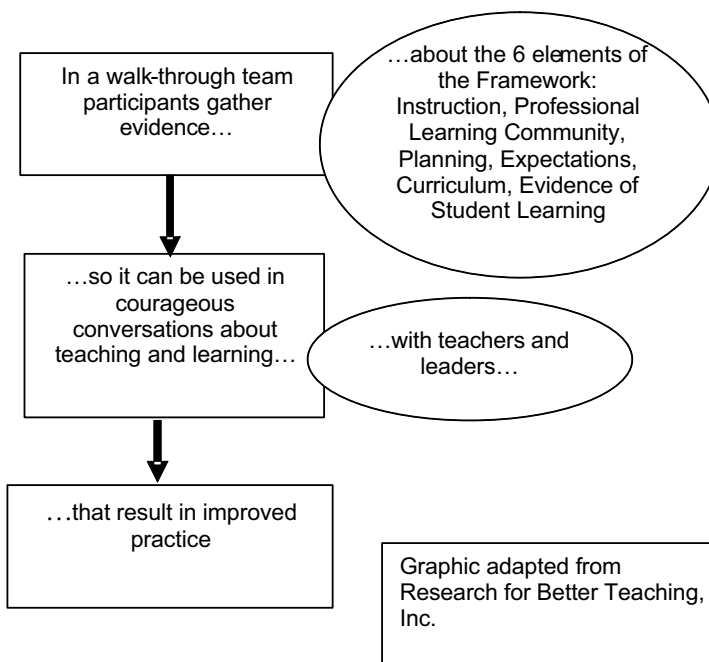
The WALK THROUGH process is a tool to examine teaching practices in the classroom, celebrate strengths, and raise questions about what else can be initiated to improve teaching and learning. It is an opportunity for teachers, administrators, and central office personnel to reflect upon what is being done and what could be enhanced to maximize instructional benefits for our students.

Essential Questions:

How does the Framework for Improving Teaching and Learning serve as a tool for examining teaching practices that will increase student achievement?

How do classroom visits provide a snapshot of horizontal and vertical educational practices?

How does the WALK THROUGH experience benefit teachers and students?



Source: Reprinted with permission of Montgomery County Public Schools, Maryland, © 2003.

FINDING

BCPS must ensure that teachers are effectively using instructional time.

During on-site interviews, it was reported that teachers used instructional time inconsistently, particularly at the secondary level. Instruction did not consistently start at the beginning of class; students were often observed to be inadequately prepared for class; and teachers often used instructional time for non-instructional tasks.

Research suggests that the effect of time on student achievement has increased student achievement by 15 percentile points. This is the single strongest factor identified for student achievement (Marzano, 2000, *A New Era of School Reform: Going Where Research Takes Us*).

Marzano states that allocated time is time in the school day specifically set aside for instruction as opposed to non-instructional activities such as recess or lunch. Instructional time is class time that teachers spend on task, as opposed to performing management-oriented duties, like talking roll. Engaged time is that portion of time during which students are paying attention to the content being presented. Academic learning time is the amount of engaged time during which students are successful at the task.

Research further indicates that each category of time shows a stronger correlation to student achievement than the previous one. This research indicates that school leaders must:

- maximize the amount of time allocated for instruction;
- minimize the amount of instructional time lost to absenteeism and tardiness; and
- minimize the amount of instructional time lost to unnecessary extracurricular activities.

To improve student achievement, BCPS must ensure that teachers maximize instructional time at all grade levels.

RECOMMENDATION

Recommendation 5-4:

Ensure that teachers maximize the amount of time allocated for instruction.

As student data are reviewed, principals should consider increasing the amount of time for instruction in underperforming classrooms. Principals should be held accountable for maximizing instructional time. Teachers should also be held accountable for effectively planning and providing instruction for the majority of the school day.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Students of minor ethnicity are under-represented in gifted and advanced placement programs.

Identification procedures often fail to identify students as being gifted when they come from minority groups or disadvantaged environments (Friend, 2006, *Human Exceptionality*). However, many school divisions are now using multiple criteria to identify giftedness in children who are poor or from diverse cultural backgrounds. Past research suggests that as many as 15 percent of the gifted population may be students with disadvantages.

The BCPS gifted education plan does not include specific strategies to identify gifted members of underserved student populations. BCPS should consider strategies such as the following, recently adopted by Culpeper County Public Schools in Virginia:

- Provide access to referral materials and information in convenient places throughout the system for parents or guardians of underrepresented students.
- Conduct authentic assessment.
- Review eligibility criteria and processes annually to monitor their effectiveness in encouraging the referral and identification of students from underserved groups.
- Employ non-verbal testing.
- Use specialized characteristics checklists.
- Provide staff development for all classroom teachers on characteristics of the potentially gifted from underserved populations.
- Standardize the use and scoring of subjective measures through training and discussions.
- Monitor division expenditures to ensure that services, access, and resources are equitably distributed among all schools and campuses.
- Use a balance of objective and subjective measures in its identification process.
- Use trained evaluators/observers.
- Train the identification and placement committee in characteristics of the underserved.
- Use material for enrichment.

- Conduct whole grade testing.
- Administer a standardized non-verbal ability assessment as a screening measure in specific primary grades.
- Use school-level identification/placement committees to ensure appropriate discussion of each individual student.

BCPS must consider increasing the identification of underserved students, including students who are disadvantaged, female students, and students with disabilities.

RECOMMENDATION

Recommendation 5-5:

Revise and implement a local plan for educating gifted and talented students.

BCPS should revise and implement a local plan for educating gifted and talented students at all grade levels. BCPS should also include strategies for identifying underserved populations and implementing an accelerated curriculum for students who are capable of high achievement. The division should consider expanding opportunities for secondary students through advanced placement classes and dual enrollment with local colleges.

FISCAL IMPACT

The plan can be developed with existing resources; however, the costs of implementing will depend on the program selected.

FINDING

BCPS must ensure that school media programs provide current resources, media and technology consistent with the essential elements of standards-based curriculum and instruction.

During on-site visits, MGT found that media resources were often outdated and were not consistent with standards-based curriculum and instruction, particularly at the high school level. MGT found that media programs could be improved and better aligned with the curriculum and instruction initiatives of the division.

The Virginia Department of Education states that the essential elements of a successful media program include teaching and learning, information access and delivery, and program administration. More specifically:

- Studies prove a direct correlation between student achievement on standardized tests and a dynamic library program. For example, the library program must be in alignment with Virginia SOLs. Students must be actively involved in learning activities. The media and resource collection must be current and supportive of curriculum. Media specialists must also be involved in curriculum planning.

- Successful student-centered library programs depend on flexible access and collaboration with classroom teachers. For example, students must have access to information. The media center must be conducive to learning. There must be flexible and equitable access to resources. There must be ongoing collection development and evaluation of the library program. Legal and ethical use of resources must also be demonstrated.
- Well-managed library programs require adequate staffing, funding, and administrative support. For example, the library program must support the goals and improvement of the school. Professional and support staff must be available in the media center. There must be evidence of effective management of the media center. There must be strong administrative support. Professional development of media staff must be ongoing. There must also be ongoing staff development for teachers.

BCPS must continue with the initiatives of improved teaching and learning and incorporate media programs in the process.

RECOMMENDATION

Recommendation 5-6:

Ensure that BCPS school media programs demonstrate the essential elements of standards-based curriculum and instruction.

BCPS should ensure that school media programs demonstrate the essential elements of standards-based curriculum and instruction. BCPS should develop a committee of media specialists to work with curriculum coordinators to determine the current status of media programs at each school, including aspects of teaching and learning, information access and delivery, and program administration. The committee should develop a summary report describing the current situation at each school, recommendations for improvement, and associated costs.

FISCAL IMPACT

This recommendation can be implemented with existing staff development funds.

5.2 School Improvement and Accountability

The No Child Left Behind Act of 2001 (NCLB) is federal legislation that requires education agencies to demonstrate progress from year to year in raising the percentage of students who are proficient in reading and mathematics. NCLB sets five performance goals for state and local education agencies, including:

- All students will reach high standards of proficiency or better in reading and language arts and mathematics by 2013-14.
- All limited English proficient students will become proficient in English and reach high academic standards by attaining proficiency or better in reading and language arts and mathematics.

- All students will be taught by highly qualified teachers by 2006.
- All students will learn in schools that are safe and drug free.
- All students will graduate from high school.

School improvement is built on the principle of focused planning based on student achievement and trend data important for enhancing student achievement. Schools must determine appropriate goals for school improvement and objectives to meet those goals. Effective strategies must be designed to move schools toward meeting their goals. School leaders must then measure how successfully strategies are implemented. Ongoing professional development is critical to the school improvement process.

FINDING

BCPS has board policies on curriculum development and management. The division maintains a process in the Department of Curriculum and Instruction to ensure that board policies are current. The division also has an up-to-date comprehensive plan that reflects its mission, goals, and objectives.

The board policies and comprehensive plan show a commitment to strategic planning and evaluation strategies. This process has become much more formal during recent years and is primarily the result of state and federal legislation relating to NCLB. With the passage of this legislation, it is imperative that comprehensive systems of planning and evaluation of school programs are in place.

Strong administrative leadership and strategic planning are characteristic of effective schools. Instructional leadership and strategic planning are important to all levels of the division and include teachers, program directors, supervisors, principals, and central office administrators. At the division level, the selection of an organizational approach and instructional delivery model for schools is based on a clear and consistent mission and strategic plan for meeting the needs of all students.

BCPS demonstrates policies and comprehensive planning that support school improvement and student performance.

COMMENDATION

BCPS is commended for maintaining up-to-date policies and a comprehensive plan for school improvement.

FINDING

The BCPS Improvement Plans lack sufficient grounding in student achievement data and formative evaluation procedures.

BCPS has a consistent format for developing a school improvement plan. The division has become much more focused on aligning these plans with the requirements of NCLB. The plans are also consistent with the division's comprehensive plan.

Components of a school improvement plan include:

- school board goal;
- school board objective;
- identified school need;
- strategies;
- timeline;
- person(s) responsible;
- assessment of implementation; and
- expected student outcomes.

The identified school needs are documented in a general sense, but are not specific to trend data or disaggregated data for subgroups of students. For example, identified needs on BCPS Improvement Plans, include:

- review language arts curriculum;
- improve discipline program;
- implement a study skills program; and
- develop curriculum in non-core areas.

While these identified needs may be appropriate, they are not linked to student performance data. In addition, strategies are general in nature and are not clearly grounded in research. Assessment of implementation does not include evaluation milestones to monitor progress toward meeting the specific measurable objective. The school improvement plans also focus on grade-level SOL standards. There is little evidence that the division is planning for or meeting the needs of underachieving or overachieving students, such as those with disabilities or those who are gifted.

RECOMMENDATION

Recommendation 5-7:

Ensure that school improvement plans reflect student achievement data and formative evaluation procedures.

BCPS should document student achievement as the basis for developing identified needs and strategies, and for assessing school improvement plans. The principals should serve as the instructional leaders in reviewing student data for trends and documentation of identified school needs. The school improvement plans should also include benchmark assessments to document student progress toward meeting school improvement goals.

A formal checklist should be used by central office staff to ensure that all components of the plan are present. Ongoing central office feedback on ways to improve the plans should be given to principals and schools. Exhibit 5-6 shows a checklist used by administrators in Frederick County Public Schools, Virginia, to ensure the quality of school improvement plans.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

**EXHIBIT 5-6
FREDERICK COUNTY PUBLIC SCHOOLS
CHECKLIST FOR SCHOOL/FEEDER/DIVISION IMPROVEMENT PLAN**

A. Improvement Plan Cover Sheet		
1.	Required representation from constituent groups is indicated.	Yes <input type="checkbox"/> No <input type="checkbox"/>
2.	Chairperson(s) has been designated.	Yes <input type="checkbox"/> No <input type="checkbox"/>
3.	Length of time for which plan was written has been indicated.	Yes <input type="checkbox"/> No <input type="checkbox"/>
B. Improvement Plan Development, Review, and Consensus		
1.	Student achievement is the focus of the plan.	Yes <input type="checkbox"/> No <input type="checkbox"/>
2.	The plan makes sense, given the school's recent performance.	Yes <input type="checkbox"/> No <input type="checkbox"/>
3.	Data sources support the identified achievement focus:	
a.	Trend data support the achievement focus.	Yes <input type="checkbox"/> No <input type="checkbox"/>
b.	Disaggregated data support achievement focus.	Yes <input type="checkbox"/> No <input type="checkbox"/>
c.	A copy of your school's data page from the most recent <u>Progress Report on Continuous Improvement</u> with the focus areas highlighted is included or data displays are included.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.	The Leadership Team's involvement in developing the school improvement plan is described.	Yes <input type="checkbox"/> No <input type="checkbox"/>
5.	The strategies used to obtain staff input and consensus are described.	Yes <input type="checkbox"/> No <input type="checkbox"/>
6.	The strategies used to share the plan with and gain input from parents/community are described.	Yes <input type="checkbox"/> No <input type="checkbox"/>
C. Components of the Improvement Plan		
1.	All system goals whose evidence of progress does not show an improvement over a 3-year trend are addressed or a justification is provided.	Yes <input type="checkbox"/> No <input type="checkbox"/>
2.	Objectives are specific, measurable, and related to the evidence to support progress toward achievement of the system goal. A separate sheet has been used for each objective.	Yes <input type="checkbox"/> No <input type="checkbox"/>
3.	Specific activities or action plans are designed to accomplish the measurable objectives. These activities are research based and proven best practices.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.	Personnel responsible for implementing each activity are listed.	Yes <input type="checkbox"/> No <input type="checkbox"/>
5.	The time frame for implementation of each strategy is appropriate.	Yes <input type="checkbox"/> No <input type="checkbox"/>
6.	Formative evaluation includes milestone to monitor progress toward meeting the specific measurable objective.	Yes <input type="checkbox"/> No <input type="checkbox"/>
7.	Summative evaluation indicates the evidence/data used to measure the progress toward the attainment of the system goal.	Yes <input type="checkbox"/> No <input type="checkbox"/>
D. Professional Development Plan Summary		
	The Professional Development Plan Summary sheet outlines a focused professional development plan directly related to specific outcomes in the improvement plan.	Yes <input type="checkbox"/> No <input type="checkbox"/>
E. Organization		
1.	Plan is well organized.	Yes <input type="checkbox"/> No <input type="checkbox"/>
2.	All pages are numbered.	Yes <input type="checkbox"/> No <input type="checkbox"/>
3.	Sections are clearly labeled.	Yes <input type="checkbox"/> No <input type="checkbox"/>
4.	Charts and graphs are used to display data.	Yes <input type="checkbox"/> No <input type="checkbox"/>
5.	Two copies have been submitted in 3-ring binders.	Yes <input type="checkbox"/> No <input type="checkbox"/>
FOR DIRECTORS' USE ONLY		
Commendations:		
Recommendations:		
Requested Revisions/Missing Items:		
Action Taken:		
<input type="checkbox"/>	Plan approved	
<input type="checkbox"/>	Plan approved pending receipt of requested revisions/missing items.	
<input type="checkbox"/>	Plan not approved. Please submit requested revisions/missing items.	
<input type="checkbox"/>	Plan not approved. Please schedule a conference to discuss changes or additions.	

Source: Frederick County Public Schools (VA), Department of Curriculum, Administration, and School Improvement, 2004.

5.3 Career and Technical Education

FINDING

The Career and Technical Education Program (CTE) was recently reviewed by the Virginia Department of Education Technical Assistance Team. To improve career and technical education programs in Bath County, the division must implement the recommendations of the assistance team.

Career and Technical Education courses that are offered at Bath County High School include:

- Business Education:
 - Computer Solutions
 - Keyboarding Applications
 - Word Processing
 - Accounting
 - Advanced Accounting
 - Computer Information Systems
 - Advanced Computer Information Systems
 - Desktop Publishing/Multimedia Presentations
 - Principles of Business Marketing
 - Business Management
 - Cooperative Education
- Family and Consumer Sciences:
 - Teen Living
 - Nutrition and Wellness
 - Family Relationships/Parenting
 - Hospitality I
 - Culinary Arts I
 - Culinary Arts II
- Trade and Industrial:
 - Auto Servicing
 - Auto Mechanics I
 - Auto Mechanics II
 - Carpentry/Cabinetmaking I
 - Carpentry/Cabinetmaking II
 - Carpentry/Cabinetmaking III
 - Industrial Maintenance Technology I
 - Industrial Maintenance Technology II
 - Industrial Maintenance Technology III
 - Electricity and Cabling I
 - Electricity and Cabling II
 - Grounds Maintenance/Turf Management I
 - Ground Maintenance/Turf Management II
 - Grounds Maintenance/Turf Management III

- Technology:
 - Technology Standards
 - Communications Systems
 - Graphic Communication Systems
 - Technical Drawing and Design
 - Engineering Drawing and Design
- Special Programs:
 - Eighth Grade Exploratory
 - Industrial Cooperative Training Program

Courses are offered at the Career and Technical Center on the campus of Bath High School. Currently, the administrator position for the Career and Technical Center is vacant, but will be filled prior to the 2006-07 school year.

During 2002-03 implemented a Competency Based Career and Technical Education Program which attempts to meet the needs of students in Bath County and meets the requirements of the Virginia Standards of Quality. At that time, BCPS established nine objectives for improvement of the Career and Technical Education Program. The division continues to work toward these goals, including:

- Integrate academic class Standards of Learning with Career and Technical Education Class Competencies of Learning.
- Students identified as members of special populations will demonstrate success in Academic Achievement, Occupational Competence and successful Transition at the same rate as other Career and Technical Education Completers.
- The total (combined) enrollment rates in the state identified courses for non-traditional career preparation of the gender that comprises less than two percent in all CET classes will be 12.22 percent.
- Work closely with Dabney S. Lancaster Community to develop 2+2 programs between BCHS and the community college.
- Hold Advisory Committee Meetings for the Career and Technical Education Center to review current course offerings and consider their relevance in the labor market.
- Develop a Career and Technical Education Center Course Content Information Brochure to include career information.
- Participation in the annual Career and Technical Education Professional Development Institute.
- Create Intra-Curricular Student Organizations for the Career and Technical Center Program content area.

- Offer Virginia State School Board of Education Approved Industry Certifications for each Career and Technical Education Program area.

The findings of the Virginia Department of Education Technical Assistant Team are based on a review of regional and state labor market trends; a two-day site review of the CTE offerings and curriculum for middle and high schools; and interviews with CTE teachers, guidance counselors, principals, the CTE administrator, and the division superintendent.

According to the *Virginia Department of Education Technical Assistance Team Report*, to keep pace with today's workplace trends, employers require the new worker to have a number of basic technical skills that are often called *hard skills* which they expect employees to have learned in high school. BCHS continues to also work on these skills as part of the Career and Technical Education Program. These skills include:

- **Basic technical skills:**

- **Reading** – Successful applicants for the vast majority of jobs must be able to read, understand what they are reading, and apply their understanding to their work.
- **Mathematics** – Workers need to be able to do basic math, include word problems.
- **Writing** – The demand for workers who can write clearly has increased in almost every occupation. Writing clearly includes using correct spelling and grammar in order to convey ideas to coworkers, clients, and customers.
- **Computer literacy** – Computer literacy includes knowing how computers operate and what they can do; familiarity with word processing, spreadsheet, and databased software; carrying out basic hardware and related tasks; and recognizing the difference between operator error and computer-caused problems.
- **Reasoning, problem-solving, and decision-making** – Successful problems solving and decision-making require using logic to solve problems and make decisions based on an understanding of how and why things work the way they do.
- **Understanding the broader picture** – In order to make intelligent decisions, employees need to understand how their work fits into the wider picture and contributes to the broader aims and goals of the organization.

- **Personal qualities:**

- **Strong work ethic** – From the employers' perspective, a good work ethic means good attendance, promptness, the flexibility

to meet employers' changing requirements, having a positive attitude, and making an effort to do the job thoroughly and well.

- **Positive attitude** – The positive attitude employers want includes cooperativeness, taking direction and correction willingly, eagerness to learn, being pleasant and polite, and getting along with others.
- **Independence and initiative** – Showing independence and initiative means working without the need for constant supervision; finding things to do on one's own, making suggestions, and being interested in making things work better.
- **Self-presentation** – self-presentation means making a good impression; wearing appropriate clothes, speaking well, being courteous and professional.

The Annual Performance Report for BCPS Career and Technical Education Program shows that the only area of performance not met was academic achievement.

The report findings are presented in three parts: summary of workplace trends; general division commendations and recommendations; and commendations and recommendations by CTE program areas of agricultural education, business and information technology, family and consumer sciences, health and medical sciences, marketing, technology education, and trade and industrial education.

Divisionwide recommendations of the Virginia Department of Education Technical Assistant Team include the following:

- Use the CTE essential competencies as the minimum requirement for student achievement in each program and course.
- Develop a system for documenting students' attainment of essential competencies based on the CTE Student Competency Records.
- Increase the integration of academics and CTE between and among all disciplines to assist students in making connections between academic and technical skills and real-world experiences.

Specific program areas recommendations include expanding CTE opportunities at the middle school level, encouraging greater participation in CTE student organizations, expanding occupational programs to reflect a sequential two-year program, and expanding comprehensive internship programs and dual enrollment opportunities.

MGT supports the findings and recommendations of the Virginia Department of Education Technical Assistant Team.

RECOMMENDATION

Recommendation 5-8:

Implement the recommendations of the Virginia Department of Education Technical Assistant Team to improve career and technical education programs in Bath County.

BCPS should implement the recommendations of the Virginia Department of Education Technical Assistant Team to include divisionwide initiatives as well as specific program areas within CTE. The administrator of CTE should work collaboratively with central office administrators and principals to ensure improved alignment of CTE courses and the Virginia SOLs.

FISCAL IMPACT

BCPS should use existing Carl Perkins funds to implement this recommendation. The fiscal impact for dual program enrollment is dependent upon the availability of funds from the Virginia Department of Education. BCPS should develop a proposal for implementing dual enrollment programs to include the number of students to participate, the type of courses selected, and estimated costs for request of reimbursement from the Virginia Department of Education.

MGT cannot estimate costs at this time due to not knowing the available resources from the Virginia Department of Education or other sources of revenue.

5.4 Special Programs

The purpose of student support services is to coordinate and deliver services which contribute to the holistic development of children, support to families, and improvement of schools. These services emphasize prevention and intervention support systems, as well as use of appropriate resources. The ultimate purpose of student support services is to maximize coordinated efforts that focus upon students' health and social and emotional development in reducing barriers to learning, thus enabling students to achieve optimally.

FINDING

BCPS does not have consistent schoolwide behavior programs.

The comprehensive plan for BCPS has established an objective to *promote a safe and respectful environment that is conducive to teaching and learning*. The identified strategy for accomplishing this objective is to evaluate the effectiveness of school discipline programs and provide staff development to teachers and administrators. BCPS has also identified the need to develop and implement an anti-bullying program, and to develop re-entry procedures for students who have been suspended.

There are many proven effective schoolwide behavior programs. One example is the Positive Behavior Support Program (PBS). The Virginia Department of Education had recognized PBS as an effective program model to improve schoolwide behavior of students. More specifically:

PBS is systemic and individualized strategies and interventions for achieving social and learning success in the school setting, while preventing problem behavior. Research has shown that a school-wide approach using positive behavioral supports effectively increases appropriate behaviors of all students. For example, one middle school with 550 students saw a 54 percent reduction of office discipline referrals; 300 fights per year dropped to a handful. However, success doesn't happen overnight. Researchers estimate that it takes 3-4 years for sustainable improvement. Schools that prioritize appropriate student behavior as one of the schools' top priorities, focus on systemic change, rely on faculty teams, use data to assist in decision-making, and who are given enough time to make durable changes, are seeing positive benefits in their school culture.

BCPS could benefit from establishing consistent school-wide behavior programs. The proposed Department of Special Education could assume lead responsibility for reviewing current practices and assisting schools in the development and implementation of schoolwide behavior programs. The results gained could be improved behavior, decreased reliance on suspension for discipline, and improved student achievement.

RECOMMENDATION

Recommendation 5-9:

Explore the options for implementing schoolwide discipline programs in all schools.

BCPS should implement schoolwide discipline programs in all schools. The programs should be systematic and focus on prevention. BCPS should assess current school practices and share best practices with other schools, including anti-bullying programs. BCPS should also develop an action plan for selecting/developing and implementing schoolwide discipline programs. The plan should include estimated costs for staff development and materials.

FISCAL IMPACT

The associated costs for this recommendation should be included in the plan. Existing NCLB Innovative Projects or Individual with Disabilities Education Act (IDEA) federal funds could be considered as a funding source for implementing this recommendation.

FINDING

BCPS guidance and counseling services lack a comprehensive, systemwide approach. There is no consistent curriculum, and services are not adequately aligned with the Virginia Department of Education regulations for guidance and counseling services.

During on-site interviews, it was reported that the school guidance program varied from school to school. Guidance staff were often required to focus on the immediate needs of students, rather than having adequate time to effectively implement a guidance program that was preventive and developmentally appropriate for all students. MGT also found that guidance staff spent more time on non-guidance duties than with actual guidance services, particularly at the secondary school level.

The Virginia Department of Education regulations regarding school guidance and counseling programs require that all students be provided with the following services:

- academic guidance, which assists students and their parents to gain knowledge of the curricula choices available to students, to plan a program of study, to arrange and interpret academic testing, and to seek post-secondary academic opportunities;
- career guidance, which helps students to acquire information and plan action about work, jobs, apprenticeships, and post-secondary education and career opportunities; and
- personal/social counseling, which assists a student to develop an understanding of themselves, the rights and needs of others, how to resolve conflict and to define individual goals, consistent with their interests, abilities and aptitudes.

The American School Counselor Association (ASCA) national standards for school guidance and counseling documents domains of student development. The content areas of the guidance program need to include academic, career, and personal/social components. A quality guidance program needs to be comprehensive, preventive in design, and integrated into the total educational program. The guidance curriculum needs to include classroom activities, interdisciplinary curriculum development, group activities, and parent workshops.

RECOMMENDATION

Recommendation 5-10:

Revise the BCPS guidance curriculum to be consistent with national standards as shown in the American School Counselor Association guidelines and the Virginia Department of Education regulations.

The school guidance program in BCPS should be revised to meet state regulations and national standards. The curriculum should include the domains of academics, career, and personal/social. School guidance counselors should receive staff development regarding the revised guidance program and maintain consistent progress-monitoring procedures to document the effectiveness of the program.

FISCAL IMPACT

This recommendation can be accomplished with existing NCLB funds. The existing curriculum and professional development funds should be allocated for the revision of the guidance curriculum and to train staff in its effective implementation.

FINDING

BCPS is working with the Virginia Department of Education to document improved educational and functional outcomes for children and youth with disabilities in accordance with IDEA 2004.

The *Special Education Monitoring Report 2005* published by the Virginia Department of Education documents noncompliance in the development and implementation of Individual Educational Plans and Child Find. The report further documents the need to:

- develop and implement additional inclusive and co-teaching opportunities; and
- continue to work closely with school administration to ensure that all requirements regarding suspension and expulsion are being carried out.

IDEA 2004 requires that all states develop and submit to the federal Office of Special Education Programs a performance plan that is designed to advance the state from its current level of compliance with the federal law and to improve the educational and functional outcomes for children and youth with disabilities. In addition, all states are required to submit an annual report in future years documenting their progress toward meeting those goals of improved educational and functional outcomes.

The Virginia State Performance Plan documents specific indicators for improved educational and functional outcomes for children and youth with disabilities in three monitoring priorities. The plan includes baseline and trend data when available, identifies appropriate target goals for each indicator, and specifies planned activities, timelines, and resources for achieving those goals. The timeline for accomplishing the targeted goals is 2010-11. Local education agencies will be required to provide data to the Virginia Department of Education for each indicator in 2006-07 through 2010-11. Indicators 1 and 2 are not relevant to BCPS.

Monitoring priorities and indicators of the Virginia Department of Education, Exceptional Student Services include:

- **Monitoring Priority: Free Appropriate Public Education in the Least Restrictive Environment**

Indicator 1: Graduation Rate – Percent of youth with IEPs graduating from high school with a regular diploma compared to percent of all youth in the state graduating with a regular diploma.

Indicator 2: Dropout Rate – Percent of youth with IEPs dropping out of high school compared to the percent of all youth in the state dropping out of high school.

Indicator 3: Participation and Performance on Assessments – Participation and performance of children with disabilities on statewide assessments.

Indicator 4: Rates of Suspension and Expulsion.

Indicator 5: School-Ages Placements: Percent of children with IEPs aged six through 21.

Indicator 6: Preschool Placements – Percent of preschool children with IEPs who received special education and related services in settings with typically developing peers (i.e., early childhood settings, home, and part-time early childhood/part-time early childhood special education settings).

Indicator 7: Preschool Outcomes – Percent of preschool children with IEPs who demonstrate improved performance.

Indicator 8: Parent Involvement – Percent of parents with a child receiving special education services who report that schools facilitated parent involvement as a means of improving services and results for children with disabilities.

■ **Monitoring Priority: Disproportionality**

Indicator 9: Racial/Ethnic Disproportionality – Percent of districts with disproportionate representation of racial and ethnic groups in special education and related services that is the result of inappropriate identification.

Indicator 10: Racial/Ethnic Disproportionality – Percent of districts with disproportionate representation of racial and ethnic groups in specific disability categories that is the result of inappropriate identification.

■ **Monitoring Priority: Effective General Supervision Part B/Child Find**

Indicator 11: Evaluation Timelines – Percent of children with parental consent to evaluate who were evaluated and eligibility determined within 60 days (or state-established timeline).

Indicator 12: Preschool Transition – Percent of children referred by Part C prior to age 3 who are found eligible for Part B and who have an IEP developed and implemented by their third birthday.

Indicator 13: High School Transition – Percent of youth aged 16 and above with an IEP that includes coordinated, measurable annual IEP goals and transition services that will reasonably enable the student to meet the postsecondary goals.

Indicator 14: High School Outcomes – Percent of youth who had IEPs, are no longer in secondary school, and who have been competitively employed, enrolled in some type of postsecondary school, or both, within one year of leaving high school.

Indicator 15: Effective Correction Action – General supervision system (including monitoring, complaints, hearings, etc.) identifies and corrects noncompliance as soon as possible, but in no case later than one year from identification.

Indicator 16: Due Process Hearing Timelines – Percent of fully adjudicated due process hearing requests that were fully adjudicated within the 45-day timeline or a timeline that is properly extended by the hearing officer at the request of either party.

Indicator 17: Due Process Hearing Timelines – Percent of fully adjudicated due process hearing requests that were fully adjudicated within the 45-day timeline or a timeline that is properly extended by the hearing officer at the request of either party.

Indicator 18: Resolution Session Effectiveness – Percent of hearing requests that went to resolution sessions that were resolved through resolution session settlement agreements.

Indicator 19: Mediation Effectiveness – Percent of mediations held that resulted in mediation agreements.

Indicator 20: Reporting Accuracy and Timeliness – State-reported data are timely and accurate.

BCPS is required to work with the Virginia Department of Education to advance its current level of compliance with federal and state mandates pertaining to special education and to improve the educational and functional outcomes for children and youth with disabilities. Staff development for school administrators, teachers, and paraprofessionals is essential to the success of this process. The changes in the IDEA 2004 regulations require that local education agencies develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities to the Virginia Department of Education. This process began in 2004-05 and will continue under the current state plan through 2010-11.

RECOMMENDATION

Recommendation 5-11:

Develop activities, timelines, and data collection elements for documenting and reporting improved educational and functional outcomes for students with disabilities.

These activities, timelines, and data collection elements should be consistent with the monitoring priority areas and indicators established by the Virginia Department of Education. Activities should include staff development and monitoring procedures at the division and school level. Particular emphasis should be placed on the monitoring priority area of free appropriate public education in the least restrictive environment. Finally, the activities should be consistent with a clear mission and vision for the delivery of special education services.

FISCAL IMPACT

This recommendation can be implemented with existing staff and resources.

6.0 *FACILITIES USE AND MANAGEMENT*

6.0 FACILITIES USE AND MANAGEMENT

This chapter presents findings and recommendations relating to facilities use and management in Bath County Public Schools (BCPS). The major sections of this chapter are as follows:

- 6.1 Organizational Structure
- 6.2 Facilities Planning and Construction
- 6.3 Maintenance
- 6.4 Operations and Custodial Services
- 6.5 Energy Management

CHAPTER SUMMARY

The facilities use and management functions in Bath County Public Schools are appropriately structured and sized for a three-school division. The division has accomplished some planning tasks and is doing a good job at keeping its schools clean and well maintained.

Commendations in the area of facilities use and management include:

- BCPS is commended for establishing a documented facilities planning process.
- BCPS is commended for maintaining clean schools with staffing levels below best practice levels.

The division can do more to make its operations cost effective. BCPS should explore more coordination with the county maintenance department and should tighten budgets for custodial supplies. While the division has begun an energy management program, it can do more to redirect resources back to the classrooms.

Recommendations in the area of facilities use and management include:

- Task the Director of Maintenance with custodial supervisory responsibilities in the areas of cleaning standards and techniques.
- Conduct facility assessments of the elementary schools.
- Coordinate maintenance contracts with the county maintenance department.
- Establish a cleaning supply budget for each school.
- Implement an aggressive energy management program.

6.1 Organizational Structure

FINDING

The Director of Maintenance has no direct supervisory responsibilities for the custodial staff. The custodians report to their respective principals, which is not unusual in school divisions. While it is constructive for school administrators to have control over the staff in their buildings, most building principals have no training in custodial services or building maintenance and therefore are not really qualified to supervise the technical aspects of the work of custodians.

The lack of professional-level supervision over custodians results in the use of ineffective cleaning methods. Custodians have many chemicals and methods at their disposal and should receive professional guidance to ensure the safest and most cost-effective application of these resources. New custodial equipment is being introduced every day. An experienced individual should evaluate the usefulness of these items to avoid the purchase of cheap and ineffective equipment.

A best practice for the supervision of custodians is to have a shared responsibility between the building administrator and a maintenance or custodial supervisor. The building administrator ensures that the employee is reporting to work, practicing good work habits, and working as part of the school team. The custodial supervisor is responsible for establishing standards for cleanliness and supporting the custodians with professional training so that they can perform their cleaning and maintenance duties in the most effective manner possible.

RECOMMENDATION

Recommendation 6-1:

Task the Director of Maintenance with custodial supervisory responsibilities in the areas of cleaning standards and techniques.

The Director of Maintenance should be charged with developing a training program for the custodians that will address the following areas:

- cleaning standards
- proper use of cleaning supplies
- proper use of cleaning equipment
- maintenance of cleaning equipment
- minor building maintenance tasks

He should be responsible for visiting each school at least four times a year and rating its cleanliness based on the cleaning standards, offering support and training to the custodial staff, and working with the principal to ensure the staff are working as a team.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

6.2 Facilities Planning and Construction

FINDING

BCPS has conducted an assessment of the facility needs at the high school and has requested funding to meet those needs in its Capital Improvement Plan (CIP) for FY 2006-2007 through FY 2010-2011. In 2005, the division contracted with Construction Control Corporation to assess the facility needs at the high school and prepare a prioritized cost estimate of those needs. The identified needs were broken down into the categories shown in Exhibit 6-1.

EXHIBIT 6-1 BATH COUNTY HIGH SCHOOL FACILITY NEEDS 2005

NEEDS BY PRIORITY	ESTIMATED COST
Priority	\$7,352,710
Non-priority	\$4,512,561
Optional	\$7,430,458
TOTAL	\$26,726,187

Source: BCPS Maintenance Department, 2006.

BCPS has budgeted for approximately \$5.3 million of work in FY 2006-07 and approximately \$3.4 million in 2007-08 in its CIP. While the division has not been able to fund the remediation of all facility shortcomings, it has identified and prioritized its needs, and begun a program to address them. This documented planning process will serve the division well in the future.

The division should continue this planning effort by annually documenting and publishing what has been accomplished in the CIP. At the same time, it should update the facility needs list by including any new needs, eliminating any remediated needs, and reprioritizing all the needs, and then republish the list as a public education service. The division should then update its CIP and request additional funding if needed. This planning process will demonstrate the division's stewardship of a valuable public resource, the school facilities.

COMMENDATION

Bath County Public Schools is commended for establishing a documented facilities planning process.

FINDING

BCPS has not assessed and documented the facility needs at its two elementary schools. The division completed a study of its high school in 2005, but did not assess the needs at the elementary schools.

Facility planning should be done divisionwide to ensure equity for all students and consistency in facility standards. While it may appear obvious that the high school had the higher priority needs, the elementary schools may have needs that should be

addressed sooner rather than later to avoid unnecessary costs. For example, if a small roof leak is solved instead of just patched, the division may avoid future costly repairs to ceilings and walls from water and mold damage.

A divisionwide plan that assesses and prioritizes the needs of all the facilities and estimates the total funding required, will be seen as being equitable to all students and receive wider public support.

RECOMMENDATION

Recommendation 6-2

Conduct facility assessments of the elementary schools.

BCPS should conduct facility assessments of its two elementary schools as it did for the high school. The assessments should identify building condition needs, site condition needs, educational suitability needs, and technology infrastructure needs. The assessment should prioritize the needs and present cost estimates.

The Director of Maintenance should oversee the process of selecting a facility assessment firm to conduct the project.

FISCAL IMPACT

Facility assessments generally cost about \$0.10 per square foot. Given that the two elementary schools contain approximately 118,000 square feet, the study should cost about \$12,000.00 (118,000 SF x \$0.10 = \$11,821.30).

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Conduct Facility Assessments of the Elementary Schools	\$0	(\$12,000)	\$0	\$0	\$0

6.3 Maintenance

FINDING

BCPS is somewhat remote from many building maintenance services and therefore has to pay additional costs due to the time it takes contractors to travel to job sites in the division. Because the division is small, it wisely contracts out much of its maintenance work, rather than maintaining a staff which would not be kept fully occupied. As Bath County is a remote rural county, it does not support many of the building maintenance contractors that the division needs to contract with. Consequently, contractors often have to travel as long as 45 minutes to reach a job site in BCPS.

Because contractors must travel long distances to work in BCPS, the division pays a premium for these services. It was reported that the average travel time for a contractor is 45 minutes each way, which equates to 1.5 hours in an eight-hour day, or approximately 20 percent in a travel time premium.

A best practice in maintenance contracting is to bundle similar projects to realize savings through the economies of scale. Since the division requires maintenance for only a small inventory of facilities, its ability to bundle projects is limited. However, the potential for bundling could be increased if the division coordinated contracts with the county maintenance department, which would double the potential.

RECOMMENDATION

Recommendation 6-3

Coordinate maintenance contracts with the county maintenance department.

By coordinating contracts with the county maintenance department, BCPS could minimize the travel time premium. For instance, if both BCPS and the county had an annual maintenance service contract with the same contractor, the travel time premium would be eliminated due to the economies of scale, providing savings for both the division and the county. This coordination may be cumbersome at first, but given the small scale of both operations, logistics should be fairly easy to work out.

FISCAL IMPACT

The fiscal impact of this recommendation will be a savings resulting from the minimization of the travel time premium. This can be realized in two ways. BCPS and Bath County can combine their annual maintenance service contracts so only one contractor is used by both entities, and they can coordinate work order needs so one contractor can make a coordinated service call to work on both division and county facilities on the same trip.

Both the county and the division reported a typical travel time of 45 minutes or a 20 percent premium. Coordination of work between the two entities should reduce this premium by at least half, resulting in a savings of 10 percent of the division's contracted services. This would equal approximately \$9,000 annually (maintenance contracts of \$56,900 + buildings and grounds contracts of \$41,000 = \$97,900 x 10% = \$9,790).

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Coordinate Maintenance Contracts with the County	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000

6.4 Operations and Custodial Services

FINDING

BCPS is staffing its custodial services at below a best practice level and still maintaining clean schools. In previous performance audits, MGT has seen school systems assign an average of between 12,600 square feet and 23,000 square feet per custodian. Based on these averages, MGT has determined that the best practice for custodial cleaning staff is approximately 19,000 gross square feet per custodian plus .5 FTE for elementary schools, .75 FTE for middle schools, and 1.0 FTE for high schools.

Exhibit 6-2 presents a comparison of BCPS's staffing level with this best practice.

**EXHIBIT 6-2
COMPARISON OF CUSTODIAL STAFFING FORMULAS
APRIL 2006**

SCHOOL	PERMANENT GSF	ASSIGNED FTE CUSTODIANS	GSF PER CUSTODIAN	NO. OF CUSTODIANS PER BEST PRACTICE	OVER / (UNDER) BEST PRACTICE
Millboro Elementary School	47,633	2	23,817	3	(1.0)
Valley Elementary School	70,550	3	23,517	4.5	(1.5)
Average			23,667		(2.5)
Bath County High School	135,844	5	27,169	8	(3.0)
TOTAL		10			(5.5)

Sources: BCPS, 2006.

The exhibit shows that BCPS is staffing its custodial services at 5.5 positions below the best practice for the entire division. Site visits revealed the schools to be clean and the custodial services to be generally good. Surveys of division administrators, principals, and teachers also produced positive results regarding the custodial services. Exhibit 6-3 presents the results of those surveys.

**EXHIBIT 6-3
COMPARISON SURVEY RESPONSES FOR CLEANLINESS AND MAINTENANCE
OF FACILITIES
2006**

PART C	(%G + E) / (%F + P) ¹	
	ADMINISTRATORS PRINCIPALS	TEACHERS
1. The cleanliness and maintenance of facilities in Bath County Public Schools.	75/26	61/39

Source: MGT of America, Inc., 2006.

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *Don't Know* responses are omitted.

COMMENDATION

BCPS is commended for maintaining clean schools with staffing levels below best practice levels.

FINDING

The cost of custodial cleaning supplies varies from school to school within BCPS. Exhibit 6-4 shows the dollar amount of cleaning supplies spent by each school in FY 2006. These costs vary per square foot of facility, from \$.05 to \$.13 per gross square foot (GSF).

**EXHIBIT 6-4
COMPARISON OF CLEANING SUPPLY COSTS
2006**

SCHOOL	PERMANENT GSF	CUSTODIAL SUPPLIES \$ PER YEAR	\$ PER GSF	\$ IN EXCESS OF \$0.05 PER SF
Millboro Elementary School	47,633	\$6,191	0.13	\$ 3,809
Valley Elementatry School	70,550	\$6,170	0.09	\$ 2,643
Bath County High School	135,844	\$6,245	0.05	\$ -
TOTAL		\$18,606		\$ 6,452

Sources: BCPS and MGT of America, Inc., 2006.

It is logical for cleaning supply costs to vary somewhat from school-to-school. Some schools are older and may take more effort to clean. Some schools have a greater number of students per square foot or have more community use and thus require more cleaning supplies. However, it is also true that supplies can be misused, wasted, or even pilfered if there are no controls on their use.

RECOMMENDATION

Recommendation 6-4:

Establish a cleaning supply budget for each school.

By setting a budget for cleaning supplies for each school and by providing sufficient training in the proper use of cleaning supplies, the maintenance director can ensure a cost-effective use of division resources. The average cost of cleaning supplies at the high school is \$.05 per GSF. The maintenance director should establish this as a base budget for each school, and increase or decrease the budget as experience dictates the appropriate level.

FISCAL IMPACT

Exhibit 6-4 shows that a base budget of \$.05 per GSF would create a savings of approximately \$6,000 per year.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Establish a Cleaning Supplies Budget	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000

6.5 Energy Management

FINDING

BCPS does not have a comprehensive energy management program. The district has installed some HVAC control systems which schedule setbacks and black out periods. Staff have been instructed to turn off lights and appliances that are not in use for extended periods of time. Filters are changed at regular intervals and hot water

temperatures have been lowered to conserve energy. The division is currently waiting for a proposal from a performance contractor to propose additional measures.

Energy prices will continue to increase, and energy-inefficient facilities use valuable resources that could be directed toward the classrooms. Every division should have an aggressive energy management program that contains the following elements at a minimum:

- an energy education program for all building users;
- performance contracting;
- utility invoice monitoring;
- involvement with the federal Energy Star program (Environmental Protection Agency);
- centrally controlled HVAC systems; and
- building performance standards for renovation projects.

RECOMMENDATION

Recommendation 6-5:

Implement an aggressive energy management program.

The maintenance director should be responsible for designing and implementing an aggressive energy management program. He should continue to pursue the engagement of a performance contractor and the other elements of a comprehensive energy management program as outlined in the finding above.

FISCAL IMPACT

The fiscal impact of this recommendation would be a savings in utility costs. The amount of the savings would depend on the elements of the plan that were implemented. BCPS should aim for a five percent reduction in utility costs within two years. Given the current utility costs of approximately \$384,700, this savings would amount to approximately \$19,000 annually after the second year ($\$384,700 \times .05 = \$19,235$).

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Implement an Energy Management Program	\$9,500	\$19,000	\$19,000	\$19,000	\$19,000

7.0 TRANSPORTATION

7.0 TRANSPORTATION

This chapter presents findings and recommendations relating to transportation use and management in Bath County Public Schools (BCPS). The major sections of this chapter are as follows:

- 7.1 Introduction and Division Comparisons
- 7.2 Organization, Planning, Policies, and Procedures
- 7.3 Training and Safety
- 7.4 Routing and Scheduling
- 7.5 Vehicle Maintenance and Bus Replacement Schedule
- 7.6 State Reporting

CHAPTER SUMMARY

The Bath County Public Schools transportation office provides competent transportation services for its students. It is in compliance with Commonwealth of Virginia policies and procedures and exceeds some functional area expectations. The transportation office satisfactorily delivers students to and from their destinations and has an effective maintenance support program.

Commendable accomplishments of the transportation office are:

- The secretary to the superintendent who devotes .5 full time hours' equivalent supporting Office of Transportation administrative requirements is commended for a job well done.
- The accident prevention program is commended for having positive safety and training initiatives.
- Radio communications between buses and base stations strategically located throughout the county to support student transportation services are commendable.

MGT found that the division should improve in the areas of its spare bus policy, routing and scheduling, substitute driver procurement/retention, bus replacement policy, parts control and inventory, maintenance management, automotive service excellence, and state reporting. Many of the problems in areas needing improvement are aggravated by the thin organization structure and the frequent use of the Director of Transportation and mechanic as substitute drivers. The following is a brief summary of selected areas needing improvement (other areas are discussed in the subsequent sections of this chapter):

- Spare bus policy. The BCPS spare bus policy should be reviewed and adjusted. Normally, a 10 per cent bus policy is considered adequate for school buses. BCPS spare bus policy of 34 percent is considered excessive and could be reduced.
- Routing and Scheduling. The routing and scheduling of student transportation services is antiquated and not efficient. The

transportation section does not use automated software technology available for routing and scheduling bus transportation.

- Substitute driver recruiting and retention. BCPS Office of Transportation has serious challenges recruiting and retaining substitute bus drivers and developing an effective substitute bus driver program. Consequently, when there is shortage of bus drivers and replacements are needed, it is common practice for the Director of Transportation and the only assigned mechanic to be taken away from their critical transportation duties or functions to drive buses.
- Parts control and inventory. Parts control and inventory in BCPS needs to be improved. There is not adequate inventory and control of parts and equipment used for bus and vehicle maintenance in BCPS.
- Automotive Service Excellence (ASE). BCPS does not require Automotive Service Excellence certification as a condition of employment, nor are there any ASE certified mechanics in the school division

The division can do more to make its transportation operations more efficient and cost effective. This chapter presents observations and recommended improvements that if implemented could result in improved operational efficiencies for transportation functional areas.

Bath County, located in the western portion of the Commonwealth of Virginia, is one of the smaller counties in the state, with a 2006 estimated population of 5,391 (the 2000 U.S. Census count was 5,048). The county seat is Warm Springs, Virginia. The world-renowned Homestead luxury mountain resort, with its hot mineral springs, including the Jefferson Pools, is in Bath County. The county is 92 percent white, six percent Black/African American, 0.22 percent Native American, 0.38 percent Asian, 0.06 percent Pacific Islander, and 1.34 percent other races. The county has a rich history, and there are many monuments, buildings, and other properties attesting to its cherished traditions.

Transporting students safely to and from school, special events, and extracurricular activities is a major responsibility and significant expense for our nation's schools. Bath County Public Schools (BCPS) a division covering 535 square miles is nestled along the border between the Commonwealth of Virginia and the State of West Virginia. The terrain is picturesque, beautiful, and mountainous. The county's geographic configuration is rural with a slow pace of growth and development. According to school officials, Bath County Public Schools provided regular and exclusive/special education school bus service to 779 of its students at three school centers throughout the county during the 2005-06 school year. Among those served are alternative or exclusive/special education students, who, because of disabilities or special needs, require special transportation arrangements to school or other sites in the county.

7.1 Introduction and Division Comparisons

The *Code of Virginia*, Section 22.1-176, states, in part, “County School Boards may provide transportation of pupils, but nothing herein contained shall be construed as requiring such transportation.” BCPS provides all qualified students free bus transportation to and from school within the student’s attendance area. Transportation is also provided between the home or school and other educational facilities operated by BCPS. Students may be required to meet a bus at an assigned stop up to one-half mile from their residence on a state-maintained road.

Throughout this chapter, BCPS is compared to six other school divisions in the Commonwealth of Virginia, namely:

- Bland County Public Schools
- Craig County Public Schools
- Mathews County Public Schools
- Rappahannock County Public Schools
- Richmond County Public Schools
- Surry County Public Schools

To provide some basis for this comparison, a series of exhibits present data on these selected school divisions and BCPS. The six school divisions are relevant in that they are rural and have comparable student populations. School transportation data and information for 2004-05 were the most recent provided by the Virginia Department of Education for comparisons. More current data either were not available or had not been approved for public release when this report was prepared. Therefore, comparative analysis of Bath County Public Schools with the six school divisions cited above will use five-year reports from 2000 to 2005 and other information provided by the Virginia Department of Education. Other data cited in this chapter are for the particular year indicated in the relevant exhibit.

A survey of BCPS administrators, principals, and teachers, was conducted as part of this performance audit. Two of the questions related to transportation. One asked respondents to rate various parts and functions of the school division, including transportation, and to determine whether the function *needs major improvement*, *needs some improvement*, *is adequate*, or *is outstanding*. In rating transportation in Bath County Public Schools Division, 50 percent of central office administrators, 51 percent of principals, and 44 percent of teachers stated that the transportation function *needs some improvement* or *needs major improvement*.

Exhibit 7-1 benchmarks these survey ratings against those of administrators and teachers in other school systems across the country. As shown, administrators in BCPS are less satisfied with the transportation function in their school division than administrators in other school systems. BCPS principals and administrators rate transportation services about the same. Teachers in Bath rate transportation services more favorably than their counterparts in other school systems in terms of the need for improvement (20 percent versus 32 percent); however, the percentages rating the services adequate or outstanding among this group are about the same.

**EXHIBIT 7-1
TRANSPORTATION COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS
2005-06**

RESPONDENT GROUP	% INDICATING NEEDS SOME OR MAJOR IMPROVEMENT	% INDICATING ADEQUATE OR OUTSTANDING
Bath County Public Schools Administrators	50%	51%
Administrators in Other School Divisions	33%	60%
Bath County Public School Teachers	20%	44%
Teachers in Other School Divisions	32%	46%

Source: MGT surveys of school systems, 2006.

Exhibit 7-2 provides an overview of the number of students for which each school division reported providing some form of transportation paid for by public funds during the school years indicated. It is important to note that the numbers of pupils for the 2000 through 2005 school years are the total numbers of riders (morning and afternoon runs) using school transportation services. The data show that from 2000-01 to 2004-05 BCPS increased slightly its transportation services from 779 to 783 for a net increase of four students. Conversely, the peer division average decreased slightly from 815 to 803 for a net loss of six students. The data show that BCPS had a less than one percent increase and its peer divisions had a less than one percent decrease in transportation services over the five-year period.

**EXHIBIT 7-2
ALL TRANSPORTATION SOURCES
STUDENTS TRANSPORTED YEARLY
BATH COUNTY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05 SCHOOL YEARS**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Bath County	779	746	733	783	783
Bland County	0*	608	798	781	787
Craig County	584	589	539	582	523
Mathews County	1,214	1,080	1,163	1,016	1,020
Rappahannock County	882	936	852	735	798
Richmond County	1,134	1,163	885	795	781
Surry County	1,077	895	864	863	910
PEER DIVISION AVERAGE	815	879	850	795	803

Source: Commonwealth of Virginia, Department of Education, 2006.

*No data available.

Exhibit 7-3 shows the number of regular students provided student transportation services in Bath County and its peer divisions. Data provided to the Department of Education show that BCPS provided transportation services for 779 regular students in 2000-01 and 783 in 2004-05 for an increase of four students, or less than one percent. The number of regular students transported by the peer divisions fluctuated from 2000 through 2005, with an overall increase from 769 to 796 (27 students or less than one percent). In sum, Exhibit 7-2 reflects a marginal increase for both BCPS and the peer division average.

**EXHIBIT 7-3
REGULAR STUDENTS TRANSPORTED IN
BATH COUNTY PUBLIC SCHOOLS DIVISION
COMPARED TO PEER DIVISIONS
2000-05 SCHOOL YEARS**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Bath County	779	746	733	783	783
Bland County	0*	607	797	781	787
Craig County	583	588	538	580	521
Mathews County	1,207	1,067	1,141	1,009	1,008
Rappahannock County	875	929	852	720	786
Richmond County	888	867	881	789	773
Surry County	1,061	880	851	855	903
PEER DIVISION AVERAGE	769	823	843	789	796

Source: Commonwealth of Virginia, Department of Education, 2006.

*No data available.

Exhibit 7-4 shows the numbers of exclusive/special education students provided transportation services in BCPS and the peer divisions. As indicated, BCPS reported transporting no exclusive/special education students. The peer average shows high numbers of 46 and 55 respectively for 2000-01 and 2001-02, drops to seven and six respectively for 2002-03 and 2003-04, and then increases slightly to seven for 2004-05. An anomaly is caused by Richmond County Public Schools, which reported transporting 246 and 296 exclusive/special education students for 2000-01 and 2001-02 and then made dramatic reductions in the subsequent school years.

During MGT's on-site visit to BCPS it was noted that the division's transportation requirements reflect that it provided no transportation services for exclusive/special education students from 2000 through 2005 school years. However, the BCPS Office of Transportation maintains special education buses as part of its inventory and indicated it had transported exclusive/special education students for quite some time. At issue is why these students are not reflected in state reporting? The answer was not readily available from the Director of Transportation because he had only been in his position for six months and was not fully aware of state reporting requirements. However, he appeared to be learning the job and showed promise. The MGT on-site team found that the individual working as a secretary to the superintendent had been compiling and submitting the reports and was not fully cognizant of exclusive/special education

reporting procedures. Therefore, data on exclusive/special education reporting requirements over the past several years had not been compiled.

**EXHIBIT 7-4
EXCLUSIVE/SPECIAL EDUCATION STUDENTS TRANSPORTED IN
BATH COUNTY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05 SCHOOL YEARS**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Bath County	0	0	0	0	0
Bland County	0*	1	1	0	0
Craig County	1	1	1	2	2
Mathews County	7	13	22	7	12
Rappahannock County	7	7	0	15	12
Richmond County	246	296	4	6	8
Surry County	16	15	13	8	7
PEER DIVISION AVERAGE	46	55	7	6	7

Source: Commonwealth of Virginia, Department of Education, 2006.

*No data available.

The total numbers of regular and exclusive/special education students are important variables in determining total transportation costs for any school division. Exhibit 7-5 shows the combined total of regular and exclusive/special education students transported in BCPS and the peer divisions. As noted in Exhibit 7-3 and Exhibit 7-4, BCPS reported transporting only regular students from school year 2000 through 2005, while the peer divisions reported transporting both categories of students, with increases or decreases as shown for each respective division.

From 2000 through 2005, BCPS increased the total number of students provided transit services from 779 to 783 or .5 percent. The peer average for the same period was an overall decrease of 815 to 803 students or about 1.5 percent. Therefore, the data reflect that BCPS had a slight increase and its peer comparisons a slight decrease. The data do not at this time indicate the percentages of increase and decrease as statistically significant.

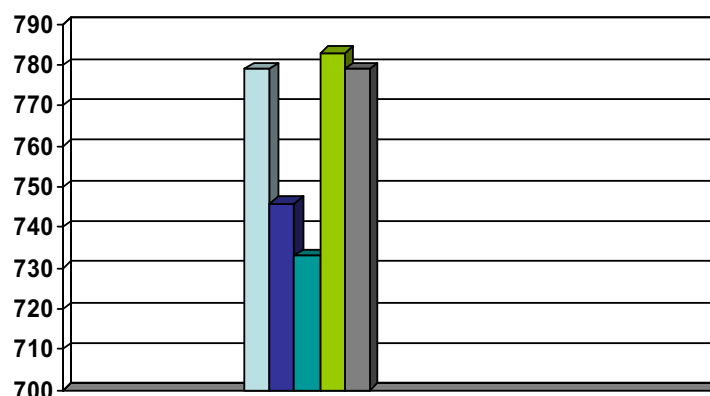
Exhibit 7-6 below includes the 2005-06 school year and shows the numbers of students provided transportation services in Bath County Public Schools over a five-year period from 2001 to 2006. It shows no continued increase in the numbers of students requiring transportation services. The figure rose from 779 in 2000-01 to 783 in 2004-05 and then declined to 779 for 2005-06, for a zero gain in the number of students transported over the five-year period.

**EXHIBIT 7-5
REGULAR AND EXCLUSIVE/SPECIAL EDUCATION STUDENTS TRANSPORTED IN
BATH COUNTY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-05 SCHOOL YEARS**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Bath County	779	746	733	783	783
Bland County	0*	608	798	781	787
Craig County	584	589	539	582	523
Mathews County	1,214	1,080	1,163	1,016	1,020
Rappahannock County	882	936	852	735	798
Richmond County	1,134	1,163	885	795	781
Surry County	1,077	895	864	863	910
PEER DIVISION AVERAGE	815	879	850	795	803

Source: Commonwealth of Virginia, Department of Education, 2006.

**EXHIBIT 7-6
REGULAR AND EXCLUSIVE/SPECIAL
EDUCATION STUDENTS TRANSPORTED OVER
FIVE-YEAR PERIOD
BATH COUNTY PUBLIC SCHOOLS
2001-06 SCHOOL YEARS**



GRAPH DEPICTS GROWTH FROM 779 STUDENTS IN SCHOOL YEAR 2001 TO 779 IN CURRENT SCHOOL YEAR 2005-06 FOR A ZERO GAIN IN NUMBER OF STUDENTS TRANSPORTED.

Source: MGT of America, 2006.

Exhibit 7-7 captures the combination of regular and exclusive/special education student transportation costs for the years indicated. BCPC shows transportation costs in school year 2000-1 of \$594,797. These rose to \$688,117 for school year 2004-05 for an increase of \$93,320 or 16 percent. The peer division average in school year 2000-01 was \$533,868 and rose to \$629,644 in school year 2004-05 for an increase of \$95,776 or 18 percent. The BCPS increase was slightly lower than that of the peer average—only two percent, which is not considered statistically significant.

**EXHIBIT 7-7
TOTAL STUDENT TRANSPORTATION COSTS
BATH COUNTY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2000-04 SCHOOL YEARS**

SCHOOL DIVISION	2000-01	2001-02	2002-03	2003-04	2004-05
Bath County	\$594,797	\$619,024	\$596,524	\$709,782	\$688,117
Bland County	\$587,213	\$515,959	\$671,524	\$512,846	\$600,854
Craig County	\$261,831	\$269,609	\$275,588	\$261,388	\$282,813
Mathews County	\$445,904	\$483,742	\$525,782	\$556,067	\$626,841
Rappahannock County	\$580,683	\$648,206	\$574,585	\$728,045	\$767,130
Richmond County	\$536,579	\$609,108	\$573,184	\$627,246	\$659,389
Surry County	\$790,997	\$672,741	\$709,783	\$797,146	\$840,834
PEER DIVISION AVERAGE	\$533,868	\$533,228	\$555,074	\$580,456	\$629,644

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 7-8 shows that BCPS compiled more deadhead miles than any of its peer comparisons, with the exception of Bland County. Deadhead miles are defined as mileage spent moving to begin a route or going to a designated location to pick up a student prior to commencing transportation service. If not rigidly controlled and supervised, deadhead miles can result in significant transportation costs.

Exhibit 7-8 shows that BCPS incurred 15,984 deadhead miles compared with its peer division average of 12,962. This is a difference of 3,022 miles. In other words, BCPS accumulated 23 percent more deadhead miles than its peers.

**EXHIBIT 7-8
DEADHEAD MILES
BATH COUNTY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	MILES
Bath County	15,984
Bland County	29,690
Craig County	12,431
Mathews County	11,242
Rappahannock County	14,510
Richmond County	0
Surry County	9,900
PEER DIVISION AVERAGE	12,962

Source: Commonwealth of Virginia, Department of Education, 2006.

Exhibit 7-9 below shows the significance of costs associated with deadhead miles. BCPS personnel presented the rationale that the mountains, hilly terrain, distances from

schools, and multiple student pickup points were variables that increased the division's deadhead miles compared to its peers. However, the peer divisions selected by BCPS all face similar challenges. BCPS spends \$21,091 more on deadhead miles than the peer division average. The significant difference indicates that BCPS officials should review the relevant data, evaluate their current practices, and take prudent measures to reduce deadhead miles.

**EXHIBIT 7-9
COST OF DEADHEAD MILES
BATH COUNTY PUBLIC SCHOOLS
COMPARED TO PEER DIVISIONS
2004-05 SCHOOL YEAR**

SCHOOL DIVISION	COST OF DEADHEAD MILES
Bath County	\$49,032
Bland County	\$63,914
Craig County	\$24,600
Mathews County	\$24,127
Rappahannock County	\$39,022
Richmond County	\$0
Surry County	\$15,981
PEER DIVISION AVERAGE	\$27,941

Source: Commonwealth of Virginia, Department of Education, 2006.

Overall, BCPS compares favorably with the peer group. Its transportation budget and operational efficiencies are in line with those of other divisions in the Commonwealth of Virginia as it accomplishes its core mission to transport students safely to and from school, special events, and extracurricular activities.

7.2 Organization, Planning, Policies, and Procedures

There was no chart in the BCPS Office of Transportation that accurately depicted its organization and support relationships. Exhibit 7-10 shows the organization of the Office of Transportation as described by BCPS staff and based on interviews with the Supervisor of Transportation and the supporting secretary. The chart also reflects the proposed addition of an administration/parts specialist position. The rationale and recommendation for that position is discussed in detail in Section 7.5, Vehicle Maintenance.

Four functions on the organizational chart in Exhibit 7-10 are marked with asterisks to provide information obtained during MGT's on-site interviews. Two of these items are discussed briefly below; the other two are explained on the chart. Two of the 16 bus drivers who are full-time BCPS employees work as custodians. They should not be driving buses since they are FTE for BCPS as custodians and not bus drivers. The second observation pertains to substitute drivers. While the chart shows nine substitute drivers, that number reflects only the number trained and does not indicate routine daily

availability of substitute drivers. The impact of the substitute driver situation on transportation operations will be discussed subsequently.

It is very important to note that the .5 FTE secretary, who works for the superintendent and devotes half of her administrative time to the Office of Transportation, performs critical transportation operations functions that are not merely clerical; she is the principal source of continuity in the Office of Transportation because both the Director of Transportation and the mechanic have been in their positions for less than a year.

COMMENDATION

The secretary to the superintendent is commended for excellent performance supporting the Office of Transportation's administrative requirements. She performs this critical function in an exceptional manner.

In addition to her duties in support of the school board, the secretary accomplishes the following tasks for the transportation department:

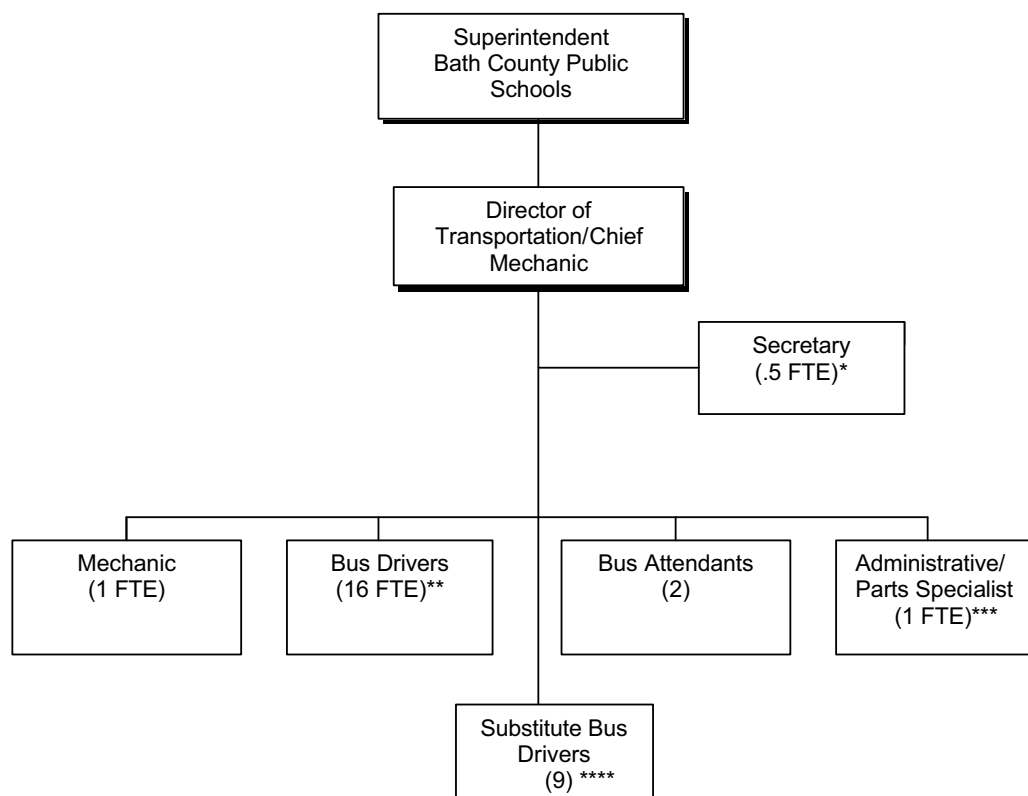
- Coordinates and schedules travel in support of school activities.
- Updates annually the vehicle list.
- Plans and manages the annual bus driver in-service training to include first aid and CPR training.
- Prepares bus driver notebooks.
- Schedules bus driver physicals.
- Arranges drug/alcohol testing for safety and compliance programs.
- Prepares reports to DOE Transportation and state police, accident reports, payroll.
- Orders inspection station stickers.
- Maintains DMV records.
- Maintains bus driver contracts and processes safe driving supplemental pay.

The secretary supporting the transportation department is essential for effective transportation operations and adds significant value to transportation services for the students of Bath County Public Schools.

The opening discussion of Exhibit 7-10 mentioned that the number shown for substitute drivers does not reflect the daily operational availability of substitute drivers. Through on-site interviews the MGT team learned that only a few drivers could be counted on as available for regular route runs and activity runs. Of the nine shown, one exercises limited choice to drive; one lives 90 miles away; two are school teachers; one has

decided to be inactive; and one is a teacher aide. Thus only three are actively available to perform as substitute drivers.

**EXHIBIT 7-10
PROPOSED ORGANIZATIONAL CHART
OFFICE OF TRANSPORTATION
BATH COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR**



Source: MGT of America from BCPS information/data, April 2006.

*secretary to the superintendent, BCPS who devotes .5 administrative time to the Office of Transportation.

**Two of the bus drivers are 12-month full-time custodial employees.

***Position is recommended. It is not currently approved as a permanent position.

****Reflects only trained drivers and not those available.

Exhibit 7-11 shows the demand for substitute drivers and the numbers used during five months of 2005 (May data were not provided). Clearly the need is always greater than three. Exhibit 7-12 presents comparison cost data for substitute drivers during three months of 2005 and 2006, illustrating a comparable demand for substitute drivers from one year to the next. Thus, if only three or four substitute drivers are considered by transportation management (the Director of Transportation and the secretary who schedules activity support) to be reliably available, and the need is always greater than three, the question arises: How is the predictable substitute driver shortfall to be resolved?

FINDING

To address the predictable shortfall in the availability of substitute drivers, BCPS relies on the Director of Transportation/Chief Mechanic and the mechanic to serve as substitute drivers when necessary. This is made possible by staggering the work schedules of the Director of Transportation and the mechanic. The director is available to substitute for afternoon routes. The mechanic is available to substitute for morning routes.

This system might appear to be an effective and cost-efficient solution since the Director of Transportation/Chief Mechanic is an exempt employee, and if he drives and exceeds a forty hour-week there is no cost. But there is a cost in that his position is paid \$30,000 annually to accomplish the full range of responsibilities in the job description, whereas hiring an extra driver full time to address the shortfall would cost \$19,050 (the base salary for 2005-06 plus a 27 percent benefits package). There are two other options to address the shortfall that takes the Director of Transportation away from his core duties:

- Create a part-time substitute driver position with benefits, which would reduce the cost described above by half (\$9,520).
- Approve the administration/parts specialist position (\$26,670) discussed in the vehicle maintenance section of this chapter and qualify that employee to drive while improving overall maintenance management and increasing office administration.

All three options avoid the cost of using the Director of Transportation as a substitute driver. When that occurs, there is a cost due to a reduction in management effectiveness, as the director is not available to supervise, respond to emergencies, investigate accidents, address complaints, plan training, review fiscal management information, or perform other functions other functions.

EXHIBIT 7-11 REGULAR AND ACTIVITY BUS DRIVER REQUIREMENTS AND THE NUMBER OF DRIVERS USED SATISFYING DRIVER ABSENTEES BATH COUNTY PUBLIC SCHOOLS JANUARY-JUNE 2005

MONTH IN YEAR 2005	ABSENTEE DRIVEN REQUIREMENT FOR DRIVERS	NUMBER OF DIFFERENT DRIVERS USED
January	23	4
February	32	5
March	20	4
April	18	4
May	None	None
June	20	6
AVERAGE	23	5

Source: MGT of America from BCPS Transportation data, April 2006.

**EXHIBIT 7-12
COMPARABLE BUS DRIVER SUBSTITUTE COSTS
BATH COUNTY PUBLIC SCHOOLS
JAN-MARCH 2006**

MONTH	TOTAL 2005 COSTS FOR AM AND PM	TOTAL 2006 COSTS FOR AM AND PM
January	\$1,300	\$925
February	\$1, 350	\$900
March	\$625	\$1,475
TOTAL	\$3,275	\$3,300

Source: MGT of America from BCPS Transportation data, April 2006.

RECOMMENDATION

Recommendation 7-1

Reduce the workload on the Director of Transportation and frequent requirements for him to perform as a substitute driver and approve the hiring of the full-time Administrative/Parts Specialist position discussed and justified in Recommendation 7-12 in Section 7.5 (Vehicle Maintenance) of this chapter.

There is false economy in using a \$30,000 a year employee to perform functions that cost less when such functions, such as serving as a substitute driver, take the Director of Transportation away from his core transportation responsibilities.

FISCAL IMPACT

It would cost \$133,350 over the five-year budget cycle to create and hire the Administrative/Parts Specialist. A breakdown of the fiscal impact and full justification are in Recommendation 7-12.

FINDING

A policy change is required to resolve the substitute driver shortages in the Office of Transportation.

Key transportation personnel who have to resolve the substitute driver shortage suggested a possible solution that would require a change in policy. Currently substitute drivers are paid for the one-day annual in-service training. Persons interviewed indicated that recruitment and retention of substitute drivers would be enhanced if they were paid for the 48-hour driver training/qualification program after they earned at least \$400 as substitute drivers performing activity or regular runs.

If the training of four potential substitute drivers resulted in the retention of two, then the substitute driver need illustrated in Exhibit 7-11 would be satisfied adequately. The 48-hour training of four candidates would cost \$1,992 (\$15,000 base annually without benefits divided by 180 days = \$83.33 per day X 6 days X 4 persons). This initiative would free the mechanic to focus fully on maintenance, and only one retained substitute would add to the current costs since substitute pay previously received by the mechanic

would pay for the other substitute driver. Two retained substitute drivers would eliminate the requirements to use key transportation personnel as substitute drivers.

Substitute drivers are paid a flat rate of \$25 per run. If each made two runs per day for 180 days, the maximum annual cost would be \$18,000. A portion of that cost is already incurred whenever the mechanic is used as a substitute driver. During the on-site review, the MGT team could not obtain accurate data on how frequently the mechanic is used as a substitute driver and thus the associated costs could not be determined.

RECOMMENDATION

Recommendation 7-2:

Experiment with a policy change to enhance the recruitment and retention of reliable substitute drivers, with the objective of retaining at least two, by offering the incentive of paying for the 48 hours of driver training after the trained substitute has earned at least \$400 as a substitute driver.

Having a sufficient number of substitute drivers is critical to operating regular and activity runs without using key transportation personnel as substitute drivers.

FISCAL IMPACT

There would be two fiscal impacts. The first would be the recruitment/retention incentive, which would amount to a maximum \$1,992 for the training of four substitute drivers. The second would be the annual cost of \$18,000 for two substitute drivers driving two runs per day for 180 days. The total fiscal impact would be \$93,984 over the five-year budget cycle.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Experiment with a 48-hour Training Recruiting/ Retention Incentive Program for Four Substitute Driver Trainees with the Objective of Retaining Two Reliable Substitute Drivers	(\$1,992)	(\$1,992)	\$0	\$0	\$0
Retain Two Reliable Substitute Drivers and Free Key Transportation Personnel From Substitute Driver Duties	(\$18,000)	(\$18,000)	(\$18,000)	(\$18,000)	(\$18,000)
TOTAL	(\$19,992)	(\$19,992)	(\$18,000)	(\$18,000)	(\$18,000)

FINDING

The organizational structure is too thin in capacity to accomplish the multiple functions typical of transportation operations. Some of the impact of limited capacity will be discussed in the subsections that address planning, policies, and procedures. However, the basic mission of safely transporting students to and from school is being accomplished. Daily bus operations are enhanced by the fact that the drivers are experienced, know each other, and readily help each other to get the job done. Additionally, radios are located in many offices at the school board and in each school, so if there is a problem with a bus and the BCPS Director of Transportation/Chief Mechanic cannot be reached, others, including the superintendent, can intervene as necessary.

COMMENDATION

BCPS is commended for the teaming and responsive cooperation to ensure the safe transportation of Bath County students.

Given the organizational capacity limitations and the frequent use of the Director of Transportation and the one mechanic as substitute drivers, teaming and responsive cooperation are essential for effective daily school bus operations.

FISCAL IMPACT

There are no costs associated with this recommendation.

FINDING

Planning is a weakness except as described in the aforementioned commendation of the work of the supporting secretary. This condition is partly due to the short tenure (less than one year) of the Director of Transportation/Chief Mechanic in his position. The weakness is aggravated by the inexperience of the Director of Transportation in overall transportation management and operations; the encroachment on learning and planning time by the occasional use of the director as a substitute driver; and the absence of an opportunity for a mentor relationship with an experienced school system transportation manager.

An example of a planning shortfall is reflected in the absence of in-service training other than the annual one-day in-service training event. Neither the Director of Transportation nor the supporting secretary thinks this one-day event is sufficient. In the bus driver/aide focus group there were expressions of dissatisfaction about in-service training. Improving training opportunities would require a plan, program, and alignment with the budget cycle to accommodate associated costs.

Another example of a planning deficiency is in the area of preventive maintenance. There is no preventive maintenance plan. Such a plan should have been in place when the incumbent came to this position. Preventive maintenance planning involves more than the inspection of buses; it is integral to the total management of the fleet.

The incumbent is eager to learn and improve the management of the transportation function. Investment in his professional development will improve transportation operations and will result in undetermined cost savings. Professional development can occur internally in BCPS through a planned program drawing on the relevant expertise of the Business Manager and the directors of instruction and personnel, technology and administrative services, maintenance, and special education and pupil personnel. Externally, the Director of Transportation should spend time with an experienced counterpart in a nearby county and attend learning opportunities sponsored by the Commonwealth. However, not much can occur if he continues to be used as a substitute driver.

The superintendent indicated that earlier in his career he had been a transportation director; and therefore, he is well positioned to guide the development of the incumbent.

RECOMMENDATION

Recommendation 7-3:

The superintendent should guide the professional development of the Director of Transportation/Chief Mechanic, ensure the cooperation of the BCPS staff, and support external professional development opportunities.

Guided professional development is essential for any Director of Transportation with limited management experience and limited staff capacity to accomplish the range of transportation function requirements.

FISCAL IMPACT

The fiscal impact would be associated with the time of the key staff engaged in the professional development of the Director of Transportation and the travel required for external learning opportunities. Thus, cost will be determined by the program guidance of the superintendent.

Policies

The MGT on-site team reviewed the BCPS policies governing transportation services for students and their families. Generally, the policies are very adequate and conform to best practices elsewhere in the Commonwealth of Virginia.

There is an exception, which is contrary to MGT's view of a best practice and pertains to who evaluates bus drivers and recommends continued contracting. BCPS policy provides for the school principal to evaluate driver performance annually and recommend contract renewal. The June 2005 job description for the Director of Transportation/Chief Mechanic establishes a supervisory responsibility and states that he assists in the evaluation.

A review of performance evaluations and contract renewal documents did not show evidence that the Director of Transportation had any input to the evaluation. Moreover, the MGT observation is that school principals have only a limited basis for evaluating

driver performance, such as timeliness, how well drivers interact with school staff, number of parental complaints, and how drivers manage on-bus student behavior problems. There are other performance areas that principals generally make no effort to observe, such as actual safe driving practices, performance of required pre- and post-operations inspections, timely compliance with reports, adherence to scheduled maintenance programs, and cooperation with other drivers. Moreover, participants in the driver/aide focus group indicated that some of them drove for more than one principal.

Under normal circumstances, MGT would recommend that the Director of Transportation evaluate drivers and receive input from the school principals. However, our usual view of the best practice would conflict with "Board Policy GCCB, Section G, Personnel," which pertains to nepotism. The Director of Transportation/Chief Mechanic was hired in conflict with this policy, which states: "No family member may be employed by the School Board if the family member is to be employed in a direct supervisory and/or administrative relationship in the same organization...." Several members of the Director of Transportation's family are bus drivers, including his father, grandfather and uncle.

This issue is addressed in detail in the Human Resources chapter.

RECOMMENDATION

Recommendation 7-4:

The superintendent and Director of Transportation should adhere to the observation and recommendation on nepotism in the Human Resources chapter.

Having to supervise and evaluate family members would be very difficult for the best, most experienced manager and leader. Moreover, prior to the on-site visit, the MGT diagnostic team heard views such as, "transportation is a 'good ole boys' organization."

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

Procedures

Procedures are adequately addressed and are supported by manually produced forms. Because of the small size of this school division a largely manual system is sufficient.

Several operational procedures are split between the Director of Transportation and the supporting secretary, such as scheduling and coordinating transportation support for school activities, scheduling drug/alcohol testing, submitting reports to DOE, and maintaining certain qualification and compliance records. The Director of Transportation needs to become familiar with all that is done by the secretary in that he is responsible to the BCPS School Board for those activities.

FINDING

The formatted procedure for the budget cycle does not contain a line item for transportation training.

The Director of Transportation needs to plan improvements in driver and aide training. Therefore, he must identify costs and discuss with the Business Manager how best to reflect planned training costs, and how best to justify the planned training.

RECOMMENDATION

Recommendation 7-5:

The Director of Transportation should develop the driver/aide training plan, confer with the Business Manager on how best to reflect the costs and justifications, and seek the superintendent's approval to submit all or a part of the plan in the budget process.

Unless training that has costs is presented and approved in the budget process, there will not be any improvements in training.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

7.3 Training and Safety

FINDING

The only significant in-service training is the annual all-day training that occurs at the end of the school year. In many ways this is an excellent initiative and prepares the workforce for the coming school year. In addition to selected training topics that include first aid and CPR training, drug and alcohol testing is performed (there is still random drug testing during the year). A good feature of this annual event is that drivers and substitute drivers are paid for the day of training.

Long-time drivers in the focus group expressed the view that the annual in-service training is too redundant and is therefore perceived as boring. The supporting secretary who manages this program opined that the program is good but does not address all training needs. Both the Director of Transportation and the supporting secretary shared their views on other training needs that should be offered at times during the school year. Both suggested that the training be conducted on days when school calendars reflect activities not involving student presence at school. Both mentioned that attendees should be paid for these additional in-service training events. The following represents topics that at minimum should be considered for in-service training beyond the one-day annual event:

- Holding bus evacuation drills for special needs students.

- Purchasing CPR masks for all drivers and training drivers on their use (budget issue).
- Familiarizing drivers on the August kindergarten screening.
- Managing student behavior (both regular and special needs students).
- Reviewing railroad crossing procedures.
- Reviewing driving under adverse weather conditions and reviewing routes not driven in certain road conditions.
- Reviewing actions when schools close early or open late.
- Reviewing transportation of special needs students.

The MGT on-site team examined a random sample of training records and found them well maintained. The training for drivers and aides is based on the Virginia Manuals for Regular and Special Needs Drivers.

Two four-hour in-service training sessions can be scheduled for 20 drivers (16 regular and four substitute drivers or bus aides). Using the base rate of \$15,000 for 180 days (\$83 per full day), two four-hour in-service training days for 20 participants would cost \$1,660.

RECOMMENDATION

Recommendation 7-6:

Collaborate with the supporting secretary to design two in-service training sessions for 20 participants, schedule the sessions on days when students do not require bus services, and obtain the superintendent's approval.

FISCAL IMPACT

The implementation of this recommendation should provide the drivers with the in-service training required to improve their efficiency and effectiveness.

Two four-hour in-service training sessions would cost \$1,660 per year and \$8,300 over the five-year budget cycle.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Design and Budget for Two Four-hour In-service Training Events for 20 Employees	(\$1,660)	(\$1,660)	(\$1,660)	(\$1,660)	(\$1,660)

FINDING

Signage and crosswalks at two school sites are inadequate. This situation should be corrected.

During the on-site review, MGT learned of two safety issues on Route 220. The issues were brought to the attention of the MGT team by parents at the public forum, and MGT confirmed the problem with bus drivers and conducted a site inspection. The safety conditions that need to be addressed are as follows:

- Approaches to the high school have faded “SCHOOL” markings on the road surface, but there are no “Slow School Zone” warning signs. Oddly, there are slow zones for golf cart crossings farther down the highway, but not for the high school students. Vehicles were observed in the area traveling in excess of the posted 45 MPH limit.
- Students who live on the east side of Route 220 within walking distance from the elementary school must cross the highway without a marked crosswalk, traffic light, or crossing guard.

RECOMMENDATION

Recommendation 7-7:

The superintendent should seek corrective actions to correct these safety hazards at school crossings for BCPS students.

The safety of students should not be risked, and the implementation of this recommendation should assist in this important task.

FISCAL IMPACT

There is no fiscal impact associated with implementing this recommendation.

FINDING

Bus drivers in the focus group cited two safety issues that should be corrected:

- At Valley Elementary, children are playing in the area where drivers park their buses. This could result in a serious accident.
- At the high school, students and coaches are parking cars in the fire lane.

RECOMMENDATION

Recommendation 7-8:

The superintendent should advise school principals to correct the safety deficiencies at Valley Elementary and the high school.

The implementation of this recommendation should result in all rules relating to safety being enforced.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation. The actions required are routine supervisory actions.

COMMENDATION

Bath County Public Schools is commended for their reportable accident rate.

While being accident free is desired, as shown in Exhibit 7-13 the BCPS Office of Transportation's reportable accident rate is commendable. The supporting secretary submits accident reports to the Commonwealth of Virginia using the Virginia State Bus Accident Reporting System, which is an Access 2000-based program.

A key component for safe vehicle operations is the required state police inspection. The MGT review of records revealed that 31 inspections were performed in July 2005. In driver focus groups conducted by MGT, bus drivers discussed their safety concerns and due diligence they employ while driving school buses. They pointed out that the roads and terrain conditions on their routes require extra caution. In addition, the Director of Transportation indicated that he places emphasis on safe driving and accident prevention.

EXHIBIT 7-13 TRANSPORTATION REPORTABLE ACCIDENT RATE PER 100,000 MILES BATH COUNTY PUBLIC SCHOOLS 2002-03 TO 2004-05 SCHOOL YEARS

SCHOOL YEAR	NUMBER OF ACCIDENTS	NUMBER OF FATALITIES	NUMBER OF MILES DRIVEN	ACCIDENT RATE PER 100,000 MILES
2002-03	1	0	206,204	.000005
2003-04	2	0	232,204	.000009
2004-05	1	0	216,168	.000005
AVERAGE	1.33	0	218,192	.000006

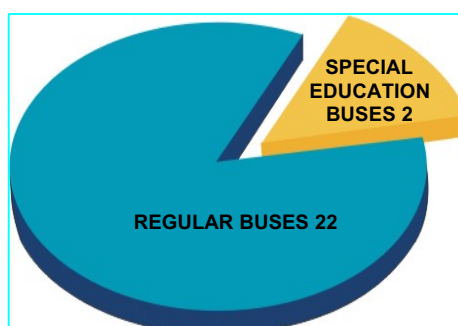
Source: BCPS Office of Transportation, 2006.

7.4 Routing and Scheduling

Routing and scheduling in BCPS are the responsibility of the Director of Transportation and the superintendent of Bath County Public Schools. The superintendent indicated that he had served as a Director of Transportation several years ago. As stated earlier in this chapter, the Director of Transportation is new to the job and is not fully versed in routing and scheduling procedures. When the Director of Transportation was hired, the superintendent had been involved in routing and scheduling for several years. Therefore, current and past routing and scheduling practices are strongly influenced by the superintendent.

The Director of Transportation and superintendent reported that BCPS currently utilizes 16 of its assigned 24 buses daily providing school transportation services for students attending one high school and two elementary schools. Transportation records examined by MGT substantiate their accounts that 16 buses are used to complete bus routes in the morning and 16 in the afternoon for a total of 32 routes for regular and exclusive/special education students. Children are picked up and discharged at pre-assigned bus stops, at their home, or at other specially designated pickup points. Exhibit 7-14 shows current BCPS bus inventory.

**EXHIBIT 7-14
BUSES IN CURRENT INVENTORY
BATH COUNTY PUBLIC SCHOOLS
REGULAR BUSES/SPECIAL EDUCATION BUSES
2005-06 SCHOOL YEAR**



Source: BCPS Office of Transportation, 2006.

FINDING

BCPS does not use an automated computer-based route scheduling system to manage bus routes and student pickup points.

During the MGT on-site interview with the superintendent, he explained routing and scheduling procedures. He indicated that roads used as lines of communication in Bath County are fairly constant and rarely change. When considering student transportation services, each school submits its requests to the superintendent's office where they are processed. Since the routes are fairly constant in BCPS, the students previously

transported remain on existing routes and new students are assigned to the route closest to their home. Bus drivers add students to their routes and make arrangements for transportation on the bus serving the area where the student lives.

Requests for regular and exclusive/special education routes call for a determination as to where students live in relation to existing routes. A new student's parents/guardians are informed by the school the student is to attend of the location of the bus stop, which is supposed to be the one closest to the students' home address. According to bus drivers, this is accomplished by them during their assignment of routes and pre-run phase (negotiating the route before the start of school) and looking up the location of the student in relation to pickup points already in existence. In some circumstances, a new pickup point may be established. Under this system, very few changes are made to regular and exclusive/special education routes from year to year. As a result, since this is a manual process, student pickup points may or may not be at the best locations.

As previously stated, bus routes within the BCPS transportation area of responsibility have been in existence for many years. In this mostly rural area, school bus routes parallel existing roads of communication. The superintendent pointed out to MGT during the on-site visit that bus routes currently used by BCPS have been in use for many years and are only minimally changed or deleted. Major changes usually occur when there is a requirement to service new housing complexes or subdivisions.

Transporting students efficiently is important because bus routes drive a significant portion of any school division's budget. The routing of buses determines the transportation resources required (number of buses, bus drivers, and logistical support). A bus route is when a bus departs from its start location and while in transit picks up students at stops along the way and drops them off at one or more schools. Dropping off the last students constitutes completion of a route. The same bus upon completing one route could then be used to start a second route. The same process applies when determining resources for exclusive/special education students. Any number of exclusive/special students can comprise a route. The trip to deliver one or more students to their respective destination(s) represents a regular or exclusive/special education route.

The Director of Transportation provided information and data on the number of regular and special education students using student transportation services. Exhibit 7-15 shows the number of routes and number of students transported.

**EXHIBIT 7-15
REGULAR AND EXCLUSIVE/SPECIAL EDUCATION BUS ROUTES
BATH COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR**

CATEGORY	NUMBER OF BUSES USED MORNING AND AFTERNOON	NUMBER OF STUDENTS TRANSPORTED DAILY (MORNING AND AFTERNOON)	NUMBER OF DAILY ROUTES (MORNING AND AFTERNOON)	NUMBER OF ROUTES FOR THE SCHOOL YEAR
Regular Education	14	773	28	5,040
Exclusive/Special Education	2	6	4	720
TOTAL	16	779	32	5,760

Source: BCPS Office of Transportation, April 2006.

The MGT on-site consultant observed that BCPS personnel have a mixed view of automated routing and scheduling. The Director of Technology and Administrative Services is highly receptive and would be supportive and willing to provide technical assistance to the Office of Transportation to implement automated routing and scheduling. Others have a more dubious attitude toward routing and scheduling efficiencies.

MGT obtained estimates from major route scheduling software vendors on costs associated with purchasing and implementing routing and scheduling software packets. Prices range from \$20,000 to \$60,000, with maintenance costing approximately 10 percent of the package price. The Office of Transportation's bus garage has a direct Ethernet connection to the VES local area network, including server and internet access. Any other technical requirements could be provided by the Director of Technology and Administrative Services. The Office of Transportation could put in place an automated routing and scheduling system that could meet its needs to improve the efficiency and generate cost savings. This could be accomplished at modest cost.

The benefits to BCPS of implementing an automated system would be significant. *School Bus Fleet Magazine*, computer experts, and other school divisions in the Commonwealth of Virginia (Isle of Wight, York, Fairfax, Prince William, Arlington) report that a 10 to 15 percent or more reduction in routes is achievable initially using automated computer-based route scheduling to manage bus routes and student pickup points.

Implementing a computer-based routing and scheduling system for regular and exclusive/special education students will identify optimum routes and produce significant cost savings. The Office of Transportation can contact current vendors in the business community for advice and subsequent purchase of a computer-based system. Several major vendors now serving school divisions in the Commonwealth of Virginia are shown in Exhibit 7-16.

**EXHIBIT 7-16
BATH COUNTY PUBLIC SCHOOLS
ROUTE SCHEDULING SOFTWARE VENDORS
2005-06**

NAME OF SOFTWARE	VENDOR NAME AND LOCATION	TELEPHONE
Bustops	MicroAnalytics, Ontario, Canada	416-691-1222
EDULOG	Education Logistics, Missoula, MT	406-728-0893
Transfinder	Forth & Associates, Ltd., Schenectady, NY	518-377-3609
Versa Trans	Creighton Manning, Delmar, NY	800-433-5530

Source: MGT of America, Inc., 2006.

RECOMMENDATION

Recommendation 7-9:

Implement an automated computer-based system to manage bus routes and student pickup points in Bath County Public Schools.

FISCAL IMPACT

It is accepted that initially a 10 to 15 percent reduction in routes is achievable when utilizing automated routing and scheduling technology. Human error inherent when using the current manual routing and scheduling system could be eliminated. Automated routing and scheduling is state-of-the-art technology that helps to maximize bus fleet management. The basic foundation of the system is the Geographic Information System (GIS). Once the map is created, student addresses or locations in student databases create a match. Critical information is provided on which student(s) are at which bus stop, by name and address. Changes may be made to the database (if a student moves or is reassigned) at any time to keep the routing and scheduling system current.

The fiscal impact of implementing this recommendation is calculated at a 10 percent reduction of the 32 daily bus routes in BCPS (16 mornings and 16 afternoons). Sixteen buses are used to cover these routes each day. A 10 percent route reduction of 16 bus routes could result in the elimination of four routes (two in the morning and two in the afternoon). Since the same buses perform both morning and afternoon runs, BCPS could eliminate two buses and two bus driver positions from its inventory through efficiencies using automated routing and scheduling.

In October 2004, school bus prices ranged from \$65,000 to \$75,000. According to the Director of Transportation, BCPS purchases its school buses at an average cost of \$68,000 per bus and pays entry-level bus drivers \$15,500 plus a 27 percent benefits package.

School bus salvage value is estimated at \$2,000 per bus and could thus generate revenue of \$4,000. The savings as to the cost of new school buses is based on a purchase price of \$68,000 per vehicle. In addition, elimination of one bus driver position, including the 27 percent benefits package, produces \$19,685 per driver or \$39,370 for two drivers. Yearly cost savings from this recommendation are as shown below. The five-year cost savings would be \$846,370.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Sell Two Excess Buses	\$4,000	\$0	\$0	\$0	\$0
Capture Budgeted Annual Bus Replacement Costs	\$136,000	\$136,000	\$136,000	\$136,000	\$136,000
Eliminate Two Bus Driver Positions	\$39,370	\$39,370	\$39,370	\$39,370	\$39,370
Purchase Bus Routing Software (estimate)	(\$30,000)	\$0	\$0	\$0	\$0
Maintain Software	\$0	(\$1,000)	(\$1,000)	(\$1,000)	(\$1,000)
TOTAL	\$149,370	\$174,370	\$174,370	\$174,370	\$174,370

FINDING

Parents and citizens attending the public forum held at Bath County High School during the MGT on-site visit strongly objected to, and expressed alarm about, the current practice of high school and elementary school children riding the same buses in BCPS. They want it stopped.

BCPS has in place a staggered bell schedule, shown in Exhibit 7-17, that ensures transportation of elementary and high school students to meet school opening and closing times, free breakfast programs, student enrichment programs, and after-school educational activities requiring transportation assets.

**EXHIBIT 7-17
BELL SCHEDULE
BATH COUNTY PUBLIC SCHOOLS
TRANSPORTATION OPERATIONS
2005-06 SCHOOL YEAR**

GRADE LEVEL	SCHEDULE
Bath County High School	8:28 a.m. – 3:30 p.m.
Millboro Elementary School	8:30 a.m. – 3:20 p.m.
Valley Elementary School	8:40 a.m. – 3:30 p.m.

Source: School principals, Bath County Public Schools, April 2006.

MGT interviewed the Director of Transportation and principals at BCPS schools to solicit their views and concerns about buses transporting both high school and elementary school students. The following options were presented:

- Ensure that all high school students are transported on one series of buses and elementary school students on another.
- Develop a program to have parents volunteer to serve as monitors on school buses. No parent(s) would be allowed to be monitor on a school bus transporting his or her child(ren). A monitor would be on each bus (morning and afternoon) to ensure decorum was maintained on buses transporting both high school and elementary school students.
- Hire and compensate individuals to serve as monitors on school buses.

Principals, the Director of Transportation, and others in BCPS administration rejected the above options for various reasons and could not at the time offer any other remediation.

The current morning and afternoon bus schedules are staggered in response to bell times used by the schools. BCPS should devise and implement a more effective and efficient transportation procedure that would ease the fears and concerns of parents who do not want a mix of high school and elementary school children on the same buses.

Resolution and implementation of any devised solution will have to come from BCPS stakeholders.

RECOMMENDATION

Recommendation 7-10:

School principals, administrators, the Director of Transportation, and a random selection of parents should meet, discuss, and provide a solution to the current controversial issue of high school and elementary school children riding the same buses.

At the time of the MGT on-site visit, BCPS could not fully address and resolve the issue of elementary and high school students riding the same buses. In view of the circumstances that BCPS stakeholders were not receptive to options presented by MGT team, BCPS principals, the Director of Transportation, administrators, and a random selection of parents should meet and determine an acceptable solution and take necessary action to resolve the issue.

FISCAL IMPACT

This recommendation can be implemented with current BCPS resources.

COMMENDATION

BCPS is commended for their radio communications between buses and the myriad of base stations located throughout the school division.

BCPS covers 535 square miles and has commendable communications between buses with radios and base stations located at the central office, the Office of Transportation, and the schools. These base stations have capability to communicate with buses at any location in the county. Though there are a few “dead spots” caused by atmospheric and terrain conditions, they are of minor consequence.

A great deal of effort and planning was expended by BCPS to ensure effective communications. This effort took into consideration that several base and relay stations would be required at key locations to ensure communications throughout the county. This has been done in a commendable manner. As a result, bus drivers are able to communicate from every spot in the county except a few minor “dead spot” that are of little or no consequence.

7.5 Vehicle Maintenance and Bus Replacement Schedule

BCPS vehicle maintenance responsibilities are performed by one full-time mechanic and the Director of Transportation, who is qualified and works part-time as a mechanic to meet vehicle repair demands. Both are located at the BCPS vehicle maintenance facility adjacent to Valley Elementary School. There are no other personnel assigned to the vehicle maintenance section.

The maintenance section of the Office of Transportation is open from 6:00 a.m. to 5:00 p.m. daily. The Director of Transportation and the full-time mechanic stagger their hours in order to ensure at least one of them is present to cover the established working hours. The full-time mechanic and the Director of Transportation had been in their respective positions less than nine months at the time of the MGT on-site visit. The Director of Transportation is responsible for managing the BCPS bus fleet and other vehicles. He reports to the superintendent. He informed MGT that there are 46 vehicles in the fleet: 24 school buses, 21 other vehicles, and one trailer.

Though both individuals help maintain the fleet, repairs beyond their capability are accomplished by private vendors in the area or evacuated to the manufacturer's representative in Roanoke, VA, as required.

FINDING

The number of mechanics in BCPS, maintenance administration, and parts accountability and inventory controls is inadequate.

The current fleet consists of 24 school buses and 22 other vehicles (cars, vans, trucks and trailer) for a total of 46 vehicles. There is one full-time mechanic, and the Director of Transportation/Chief Mechanic performs part-time mechanic duties and responsibilities when required. Though counted as a mechanic, the Director of Transportation performs additional responsibilities as a parts specialist clerk, maintenance clerk, records preparation and management clerk, and trainer and supervisor of bus drivers and the mechanic. He is overextended, and these multiple demands preclude him from performing any meaningful part-time mechanic duties.

In addition, during the MGT on-site visit, both the mechanic and the Director of Transportation had to abandon their respective responsibilities to serve as substitute drivers due to bus driver shortages. During their absence, MGT observed that there was no one to run the bus garage and phone calls were routed to the BCPS Central Office. This arrangement is extremely counterproductive, in part because while the mechanic and Director of Transportation are acting as substitute drivers they are being paid the higher wage of their respective positions. Moreover, critical vehicle maintenance is not performed by the mechanic and supervisory functions critical to the overall management of the Office of Transportation are not accomplished by the Director of Transportation.

MGT also observed that no parts accountability procedure or vehicle maintenance information system (VMIS) was in effect because there is no one designated responsible for these critical functions. The Director of Transportation estimates the parts inventory to be worth in excess of \$45,000; however, he is only guessing and has no data or information to substantiate the claim. Parts in the Office of Transportation are organized in a haphazard fashion, and there is no inventory of exactly what is on hand because it is not part of a VMIS. It is essential for there to be an accountable person in the Office of Transportation to maintain effective control of maintenance administration and also ensure adequate parts inventory and accountability controls are in effect.

Based on the fleet and mechanic information detailed above, BCPS has a mechanic (not including the Director of Transportation) to vehicle ratio of 1:46. As pointed out earlier,

the Director of Transportation should not be included in this ratio because his myriad of duties and responsibilities preclude his meaningful performance of mechanic duties, except under unusual or emergency conditions. For purposes of reality and clarity, only one assigned vehicle mechanic for BCPS is considered for peer comparisons.

The transportation industry and majority of school divisions nationwide have a common ratio of one mechanic per 20 to 30 vehicles with the average being approximately 1:30. As shown at Exhibit 7-18, the BCPS mechanic to vehicle ratio of 1:46 is above the national average of 1:30, and also above the peer division average of 1:22.

**EXHIBIT 7-18
MECHANICS RATIO COMPARISON WITH OTHER DIVISIONS
BATH COUNTY PUBLIC SCHOOLS DIVISION
COMPARED TO PEER DIVISIONS
2005-06 SCHOOL YEARS**

SCHOOL DIVISION	MECHANICS	VEHICLES	MECHANIC TO VEHICLE RATIO
Bath County	1	46	1:46*
Bland County	2	47	1:24
Craig County	1	23	1:23
Rappahannock County	2	37	1:19
Richmond County	2	57	1:29
Surry County	3	50	1:17
PEER DIVISION AVERAGE	2	43	1:22

Source: MGT of America, Inc., 2006.

*Director of Transportation not included in this ratio.

It has been pointed out that the mechanic to vehicle ratio in BCPS is not a reflection of the actual workload because the Office of Transportation does not keep accurate data or records to support the mechanic's labor expenditure. Considering the reported workload provided to the MGT on-site team by the Director of Transportation and mechanic, current arrangement of having both individuals performing substitute driver duties, inadequate VMIS to manage the parts inventory, and vehicle maintenance performance requirements, there is a need for an additional person in the Office of Transportation for maintenance administration and parts inventory control and accountability.

RECOMMENDATION

Recommendation 7-11:

Hire a full-time administrative and parts control position to manage parts inventory and maintenance records as part of a vehicle management information system (VMIS).

BCPS should hire a full-time administrative and parts clerk position to alleviate problems associated with not utilizing the mechanic and Director of Transportation for their designated functions and to implement parts control inventory and vehicle information system management. The addition of this position should improve efficiency, maximize

employment functions, and provide greater maintenance administration and control of parts inventory and accountability in the Office of Transportation.

FISCAL IMPACT

According to the Director of Transportation, the anticipated salary of the administrative and parts control position is \$21,000 plus a 27 percent benefits package of \$5,670, for a total cost of \$26,670. Hiring an additional full-time position in the Office of Transportation would thus cost \$133,350 over the five-year budget cycle.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Hire a Full-Time Administrative and Parts Control Position to Manage Parts Inventory and Maintenance Records as Part of a Vehicle Management Information System (VMIS)	(\$26,670)	(\$26,670)	(\$26,670)	(\$26,670)	(\$26,670)

FINDING

The Office of Transportation does not have a vehicle maintenance information system or performance indicators.

The transportation unit does not have a VMIS, nor does it have effective fleet management indicators. The mix of buses and other vehicles in BCPS is considerable. The 24 BCPS buses provide transportation services for students, and the “white fleet” vehicles (vans, automobiles, and others) provide administrative and logistical support services to the school division. Exhibits 7-19 and 7-20 show the fleet of vehicles in BCPS providing student transportation and other support services.

Exhibit 7-20 below shows the number of other vehicles in BCPS for which the Office of Transportation has maintenance and repair responsibilities. The 24 buses shown in Exhibit 7-19 plus the 22 “white fleet” vehicles in Exhibit 7-20 give the Director of Transportation repair and maintenance responsibilities for 46 vehicles, including one trailer.

The Director of Transportation indicated that buses and non-bus vehicles comprising the BCPS fleet consist of different model buses and a wide variety of other vehicles. He indicated that there was no comprehensive vehicle maintenance information system to assist in managing the diverse fleet. However, he did appear receptive to implementing a VMIS.

Effective VMIS fleet management using indicators allows transportation units to track service quality, cost to maintain vehicles, excessive maintenance repairs, vehicle downtime, high mileage, turnover time per bus repair, and other key fleet management variables.

**EXHIBIT 7-19
FLEET MIX OF BUSES
BATH COUNTY PUBLIC SCHOOLS
2005-06**

VEHICLE CAPACITY	VEHICLE MAKE	BUS NUMBER	NUMBER OF VEHICLES
20	Chevrolet	20	1
34	Ford	1	1
	Chevrolet	25	1
52	Ford	18	1
	Freightliner	5	1
	Thomas	2	1
54	Chevrolet	21	1
65	Thomas	8	1
64	Ford	4	1
	Ford	9	1
	Ford	10	1
	Ford	12	1
	Ford	14	1
	Ford	16	1
	Ford	23	1
	Freightliner	11	1
	Freightliner	15	1
	Freightliner	17	1
	Thomas	7	1
	Thomas	6	1
	Thomas	13	1
	Thomas	19	1
66	Thomas	3	1
76	Blue Bird	30	1
TOTAL NUMBER OF BUSES			24

Source: MGT of America, Inc., from BCPS data, 2006.

It is important to point out that after examining vehicle maintenance work orders and interviewing staff it was not possible to prepare a list of all preventive and major maintenance task categories specifying the type of maintenance performed, the frequency of the maintenance, and who performed the maintenance and whether it was done in-house or by some external entity because the data were not readily available in BCPS. Neither workflow maintenance charts nor any other manual or automated system were available in the Office of Transportation. The lack of fleet management of maintenance tasks should be addressed.

A variety of automated fleet information management systems are currently available from many vendors. MGT does not endorse nor recommend a particular software system or vendor. Three types of systems are currently available: a wide area network, local area network, or a World Wide Web system. BCPS must consider the capability of its existing hardware, availability of communications lines, and cost implications in

determining which technical approach best meets the needs of the Office of Transportation.

**EXHIBIT 7-20
FLEET MIX OF OTHER VEHICLES
BATH COUNTY PUBLIC SCHOOLS
2005-06**

VEHICLE DESIGNATION	VEHICLE MAKE	VEHICLE NUMBER	NUMBER OF VEHICLES
Trash Truck	Ford	58-958L	1
Dump Truck	Chevrolet	58-943L	1
Pickup Truck	Dodge	58-932L	1
Staff Assignment	Caprice	77-533L	1
Staff Assignment	LTD Crown	58-972L	1
Driver Ed	Taurus	114-942L	1
Trailer	Carry-on	112-3471	1
Staff Assignment	Ranger Truck	5-953L	1
Staff Assignment	Dodge	59-955L	1
Snow Removal	Chevrolet	58-957L	1
Fleet Assignment	Lumina	77-534L	1
Fleet Assignment	Crown Victoria	59-933L	1
Fleet Assignment	Ford	58-942L	1
Fleet Assignment	Ford	58-9621	1
Fleet Assignment	Taurus	47-835L	1
Fleet Assignment	Taurus	114-943L	1
Staff Assignment	Chevrolet	58-967L	1
Trash/Supply	Chevrolet	58-964L	1
Staff Assignment	Ford	59-938L	1
Staff Assignment	Caprice	59-966	1
Staff Assignment	Ford Escort	58-965L	1
Staff Assignment	Chevrolet	76-874L	1
TOTAL NUMBER OF VEHICLES			22

Source: MGT of America, Inc., from BCPS data, April 2006.

Three automated systems on the market today for managing large fleets, which may at some future date be considered by BCPS, are: Dossier 32 Fleet Management System by Arsenault Associates (800-525-5256), Fleetmaint 2000 by DP Solutions (800-897-7233), and FleetPro for Windows by EDULOG (406-728-0893).

One alternative to the wide area network is the Internet. Information systems are available that charge a monthly fee and use the World Wide Web. The Internet approach uses existing compatible hardware and existing communication lines. System integration would not be an issue, and there is no annual fee for software upgrades.

MGT does not believe that BCPS needs to invest resources in any of the automated systems mentioned above for a VMIS at this time. We are mentioning them to alert BCPS management of the technical approaches currently available. At present, considering the small size of the BCPS fleet, a more modest approach to fleet management challenges should be taken.

Fleet management indicators typically used by school transportation units are shown in Exhibit 7-21. These could be modified with any additional management and performance indicators unique to BCPS. With existing resources, the Office of Transportation should develop a simplified fleet management program to manage its small fleet of 46 vehicles. The present maintenance management procedures should be captured manually before moving to a more desirable automated system. The Office of Transportation should consider the following indicators. They are important in developing an effective VMIS.

**EXHIBIT 7-21
FLEET MANAGEMENT INDICATORS
BATH COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEARS**

OVERVIEW OF FLEET MANAGEMENT INDICATORS	PERFORMANCE INDICATOR
Maintenance Performance	Miles between road calls Accidents per 100,000 miles Percentage of preventive maintenance completed on time Operational rate/percentage for buses and vehicles Turnover time per bus repair Entity performing repairs Is repair maintenance performed in-house? Driver-requested bus repairs Type of maintenance performed
Cost Efficiency	Operation cost per mile Annual operation costs per route for buses Monthly operational costs for non-bus vehicles Bus replacement costs Time mechanics spend repairing vehicle(s) Fuel
Cost Effectiveness	Parts replacement and dollar amounts Labor hours Labor cost

Source: MGT of America, Inc., 2006.

RECOMMENDATION

Recommendation 7-12:

Develop fleet management vehicle maintenance information system and performance indicators to more effectively manage the fleet.

The fleet management performance measures in Exhibit 7-21 should be of significant value to the Director of Transportation and his mechanic in developing a vehicle maintenance information system.

FISCAL IMPACT

There are no fiscal impacts associated with this recommendation. A VMIS and fleet management indicators should be implemented by the Director of Transportation since both are expected and are implied in his job description.

FINDING

The number of spare buses is excessive and could be reduced.

BCPS has 24 diesel and gas buses, of which 16 are designated for regular or exclusive/special education student transportation services. Of the remaining eight buses, one is used as an activity bus and seven are considered spares. Seven spare buses equates to 44 percent of the fleet of 16 buses used daily for student transportation purposes.

Most school divisions in the Commonwealth of Virginia and nationwide maintain a spare bus policy of 10 percent unless unusual circumstances require them to keep a higher percentage. Spare bus determinants include normal life expectancy of school buses, average wear and tear, maintenance, and number of diesel versus gas-powered vehicles. Exhibit 7-22 shows the school bus spares and percentage of the fleet in BCPS.

**EXHIBIT 7-22
SCHOOL BUS SPARES AND PERCENTAGE
BATH COUNTY PUBLIC SCHOOLS
2005-06 SCHOOL YEAR**

PASSENGER BUS UTILIZATION	NUMBER OF BUSES	ROUTES FOR AM AND PM	NUMBER OF SPARES	PERCENT OF SPARES
Exclusive/Special Education Buses	2	4	1	50
Regular Passenger Buses	14	28	6	43
TOTAL	16	32	7	44

Source: MGT of America, Inc., from BCPS Director of Transportation data, April 2006.

All transportation operations require substitute vehicles to cover for units experiencing breakdowns or scheduled preventive maintenance. The generally accepted range for

school bus fleet spares is 10 to 20 percent of the regularly scheduled peak bus usage. The factors affecting the spare bus ratio are fleet age, effectiveness of the maintenance program, climatic and operating environment, fleet mix, and training program.

School divisions throughout the country and particularly those that MGT has evaluated over the past several years, including Isle of Wight (VA), Williamsburg (VA), Winchester (VA), Hillsborough County (FL), Fairfax County (VA), San Antonio Independent Schools (TX), Prince George's County (MD), Broward County (FL), and York (VA), maintain a spare bus policy of 10 to 12 percent.

Though it is the prerogative of BCPS to maintain a 44 percent spare bus policy, it may not be necessary and is not supported by the MGT on-site team as a continuing course of action. A 10 percent spare bus policy is considered appropriate for BCPS.

A 10 percent spare bus policy based on the current number of buses (16) used for student transportation purposes would equate to two buses. Since there are seven buses currently counted as spares (excluding the activity bus), BCPS could eliminate five buses from its spare bus inventory.

RECOMMENDATION

Recommendation 7-13:

Implement a spare bus policy mandating 10 percent of the peak use bus fleet as spares.

The BCPS bus fleet age is within the boundaries of other divisions in the Commonwealth of Virginia and school systems nationally. The BCPS fleet is 12 years old, and the majority of the buses are diesel power driven. A reduction to 10 percent spares and other initiatives in this chapter could result in trimming the fleet from 24 buses to 19 (16 buses for student transit, one activity bus, and two spares). Under the circumstances, a 10 percent spare bus policy is achievable.

FISCAL IMPACT

The sale of five excess buses at an average price of \$2,000 per vehicle should return \$10,000 to the school division. Budgeted five-year maintenance and operational costs (maintenance, repairs, bus driver salaries, fuel) for five vehicles are computed at \$21,250 per year. Removing five excess buses from the spare bus inventory, selling the vehicles, and capturing maintenance and operational costs would generate a cost savings of \$116,250 over the five-year budget cycle.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Sell Five Excess Buses	\$10,000	\$0	\$0	\$0	\$0
Capture Five-year Budgeted Maintenance and Operational Costs for Five Vehicles	\$21,250	\$21,250	\$21,250	\$21,250	\$21,250
TOTAL	\$31,250	\$21,250	\$21,250	\$21,250	\$21,250

FINDING

BCPS does not have a comprehensive school bus replacement plan.

The BCPS transportation unit maintains 24 vehicles, of which eight are spares and one is an activity bus. The typical useful life of a school bus is between 10 and 15 years. The Virginia Department of Education recommends a 10-year depreciation cycle for 64-passenger buses and a 12-year replacement cycle for 78-passenger buses. A significant number of divisions in the Commonwealth of Virginia have adopted a 12-year replacement cycle. In those situations where highly satisfactory maintenance programs or special circumstances are in existence, it is possible to have a 15-year bus replacement policy. Exhibit 7-23 presents the bus fleet inventory of BCPS. It shows that of the 24 buses in BCPS, 10 are over 12 years old (1994 or earlier).

EXHIBIT 7-23 BUS FLEET INVENTORY BATH COUNTY PUBLIC SCHOOLS 2005-06 SCHOOL YEAR

YEAR PURCHASED	NUMBER OF BUSES	FUEL USE TYPE	VEHICLE BODY TYPE/MODEL
1984	1	Gas	Chevrolet
1984	1	Gas	Chevrolet
1987	2	Diesel	Chevrolet
1988	0	Diesel	N/A
1990	1	Diesel	Ford
1991	2	Diesel	Ford
1992	1	Diesel	Bluebird
1993	0	0	N/A
1994	2	Diesel	Ford
1995	1	Diesel	Ford
1996	1	Diesel	Ford
1997	3	Diesel	Ford Thomas
1998	0	0	N/A
1999	0	0	N/A
2000	1	Diesel	Freightliner
2001	2	Diesel	Freightliner
2002	2	Diesel	Freightliner
2003	1	Diesel	Freightliner
2004	1	Diesel	Thomas
2005	2	Diesel	Freightliner
2006-07	1	Diesel	Freightliner
TOTAL BUSES	24	Gas/Diesel	Mixed Models

Source: BCPS Office of Transportation, 2006.

Though accurate and complete data for mileage and purchase cost for buses since 1985 were not available, MGT consultants were able to determine bus purchases and

replacement strategy from existing information and discussions with the superintendent and Director of Transportation.

Until recently, bus purchases and replacements in BCPS were not systematic. As a result, management and the school board were often required to purchase several buses to keep the fleet running. For example, it is noted in Exhibit 7-23, that BCPS purchased no buses in 1993. The division then purchased two in 1994; one each in 1995 and 1996; and three in 1997. The irregular bus purchase pattern placed the school board in the position of budgeting and purchasing a higher number of buses when they got behind. This became imperative when the bus fleet was in danger of not having sufficient dependable buses to transport BCPS students. Minutes of board meetings reviewed by MGT reveal that the school board does not have a bus replacement policy. Therefore, the board makes arbitrary decisions and replacement purchases.

It is well known that a bus replacement plan is a valuable management tool that can increase efficiency, reduce costs, and improve inventory. BCPS is gradually moving to an all-diesel fleet, and its vehicle maintenance program is improving. These positives along with other plus factors in this chapter strongly suggest that BCPS should adopt a 12-year bus replacement cycle as a realistic goal.

RECOMMENDATION

Recommendation 7-14:

Establish a 12-year bus replacement cycle in BCPS.

BCPS should implement a 12-year replacement cycle. The decision by the school board to make bus replacements on a staggered schedule could be reviewed.

With the efficiencies from automated routing and scheduling that would lead to bus reductions as discussed earlier in this chapter; the reduction of spare buses from seven to two covered in the preceding section; and advantages from using bus maintenance and repair vendors discussed in the maintenance section, a total of five buses could be eliminated from the current inventory, resulting in a BCPS bus fleet of 19 vehicles for student transportation services.

A 12-year bus replacement policy directed by the board would result in purchasing two buses in one year and one bus in the subsequent years.

FISCAL IMPACT

As the average cost of a regular bus is approximately \$68,000, the cost to purchase two buses is estimated at \$136,000. The fiscal impact of this recommendation over the five-year budget cycle would be \$408,000.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Establish a 12-year Bus Replacement Cycle	(\$136,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$68,000)

FINDING

BCPS does not require Automotive Service Excellence (ASE) certification as a condition of employment, nor are there currently any ASE-certified mechanics in the school division.

During the on-site review, MGT found the BCPS mechanic and Director of Transportation to have high regard and appreciation for ASE certification. They agreed enthusiastically that they would become ASE certified if offered the opportunity.

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.

A well-trained mechanic can have a significant impact on the parts replacement and equipment repair program of any maintenance operation.

ASE certification is an important management tool that ensures mechanics are highly skilled and trained. These tests are administered at more than 775 locations nationwide. They determine the level of proficiency a mechanic has in a particular area or on particular kinds of equipment. They demand preparation. Mechanics who are ASE certified are considered superior in their profession. ASE certification is offered at several locations throughout the Commonwealth of Virginia.

Qualified mechanics are needed to maintain school buses and other equipment. ASE certification is an excellent way of determining mechanic qualifications. The training of mechanics is one of the important cornerstones of an effective maintenance organization.

RECOMMENDATION

Recommendation 7-15:

Provide ASE certification training for the BCPS mechanic and Director of Transportation.

The division should establish a policy encouraging its mechanics to be ASE certified, and ensure that funds are in the budget each year for ASE training. ASE certification should be stressed continuously until certification covers all major areas of maintenance in the transportation unit. The division should consider making certification a condition of initial employment for future hires.

This program should be continuous and begin in the 2006-07 school year.

FISCAL IMPACT

The ASE registration fee per mechanic is approximately \$50, and the test fee is \$35 or a total of \$170 for the two individuals in BCPS. An additional cost of approximately \$35 per person should be allocated for travel to the test site and food expenses. The cost would thus be \$240 per year or \$1,200 over the five-year budget cycle.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Provide ASE Certification for Mechanics	(\$240)	(\$240)	(\$240)	(\$240)	(\$240)

7.6 State Reporting

FINDING

The requirement to submit information to the Commonwealth's Department of Education on the number of exclusive/special education students receiving transportation services is not being met in Bath County Public Schools.

In discussions with school officials, the MGT on-site team found that there was honest misunderstanding regarding exclusive/special education student reporting requirements. Those responsible for preparing the report indicated that they had discussed instructions on exclusive/special education reporting with Department of Education officials. It is MGT's analysis that those instructions were misunderstood in BCPS. As a consequence, and because for the past several years there has been a failure by BCPS to submit exclusive/special education student transportation information to the state, reimbursement from federal sources including Medicaid were lost.

The MGT on-site team explained the reporting process and how to report the exclusive/special education student population to the state. At the time of the consultants' departure, corrective action was in process.

RECOMMENDATION 7-16:

Ensure that exclusive/special education student data are reported to the Commonwealth's Department of Education.

FISCAL IMPACT

No fiscal impacts are associated with this recommendation since reporting duties are clerical and consist of the simple act of writing the numbers for exclusive/special education students and submitting them to meet an existing Commonwealth requirement. This recommendation can be implemented with existing resources.

8.0 TECHNOLOGY MANAGEMENT AND USE

8.0 TECHNOLOGY MANAGEMENT AND USE

This chapter presents findings, commendations, and recommendations relating to administrative and instructional technology use in Bath County Public Schools (BCPS). The six sections are:

- 8.1 Technology Planning
- 8.2 Organization and Staffing
- 8.3 Infrastructure
- 8.4 Hardware and Software
- 8.5 Professional Development
- 8.6 Technical Support

When reviewing the administrative technology resources of a school division, MGT examines the computing environment within which the administrative applications operate; the applications themselves and the degree to which they satisfy user needs; the manner in which the infrastructure supports the overall operations of the school division; and the organizational structure within which the administrative technology support personnel operate.

In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This ranges from broad areas, such as the technology plan, the organizational structure, and the infrastructure, to more specific resources available in the classroom, such as the type of hardware employed, the method of selecting software, and access to outside resources. Other critical factors assessed include staff development for teachers, school-level technology support and maintenance, and the equitable distribution of technology among schools.

CHAPTER SUMMARY

Technology support for Bath County Public Schools is provided by a director of technology, who is housed in the central office; three individuals who devote a percentage of their day serving as technology resource teachers in their schools; and three individuals who serve both as lab managers and technology technicians for their schools.

Judging from interviews with school personnel and the responses to MGT's survey, there is a fairly high level of satisfaction with the technology support received by the schools. In fact, administrators and teachers in BCPS had a much more favorable reaction to the technical support they receive than their counterparts in other school systems across the country.

There are a number of things going well in the technology area; as a result, the division received commendations for:

- establishing a permanent technology advisory committee;
- providing good technology support to the schools;
- implementing and maintaining an effective infrastructure;
- purchasing five-year warranties on computer equipment; and
- creating the Technology Assistant program.

8.1 Technology Planning

Ten to 12 years ago, technology was seen as an add-on in school divisions, indeed in many organizations, including many private businesses. Today, technology is a foundational aspect of almost every organization.

Planning is the key to success in using technology. This applies to a school system overall as well as to each of its schools. Schools should have a technology plan that is closely aligned with their curricula. Technology is, after all, a tool—though a very powerful one—that can greatly enhance the teaching and learning process. Accordingly, a school system's technology plan should be designed to help the school system achieve its educational goals.

The value of planning cannot be overstated. It is the only way that educational enterprises can adequately address five of the most critical factors related to the use of technology, as discussed briefly below.

- **Training.** Professional development is critical for all staff. It is especially important for teachers, however, since it is essential to creating an effective learning environment for students. Unless serious attention is given to what training will be provided, how it will be delivered, when and how frequently it can be made available, and to whom it is directed, effective training will not occur. The price of inadequate training is a considerable loss in the “payoff” on investment in educational technology resources.
- **Equity.** Despite the best intentions, too frequently imbalances occur in the level of technology resources available at each school. Unfortunately, technology can widen the gap between the “haves” and “have-nots” if it is allowed to do so. Without careful planning at the school division level, there is a risk of inadequately supporting some schools. Similarly, at the school level, there is a risk of leaving out some students.
- **Rapid Change.** Few things change more rapidly than technology. If the implementation and ongoing operation of technology resources are not carefully monitored, the school system or school will not handle this rapid change effectively.
- **Funding.** Many people identify funding as the greatest barrier to the effective use of technology in the classroom. School systems often do not recognize that funds that have historically been used for other purposes can be redirected to support technology. For example, textbook funds are now frequently used to purchase instructional software. Unless planning addresses how things will be funded, this barrier will have a considerably greater impact than it should.
- **Credibility.** A plan that outlines how technology resources will be acquired, deployed, and used will help to develop credibility with the community. Both the board and the public are rightfully anxious to see that tax dollars are spent in an effective manner. Only through

planning is it possible to demonstrate that proposed strategies have been well conceived, that acquisitions of technology resources have been carefully considered, and that every aspect of the implementation is cost effective.

A technology plan must address the specific requirements and preferences of the organization it is designed to serve. Although multiple plans may contain very similar elements, no two plans should be alike. Likewise, while there are guidelines that can help a school division develop a plan suitable for the environment within which it operates, there is no right way to develop a technology plan.

FINDING

The Bath County Technology Plan is dated June 2004 and was developed by the technology advisory committee under the leadership of the Director of Technology and Administrative Services. However, since the Virginia Department of Education mandates a format and largely influences the content, rather than authoring it, the committee more or less coordinated the development of the plan. The Mission Statement reads as follows:

With the use and establishment of school-wide technology infrastructure and networks, instructional multimedia, telecommunications, online access to libraries and schools, teacher training, integration of Virginia's Computer/Technology Standards into content areas, and well-equipped and maintained hardware and software, the Bath County Public School Division will enhance teaching and learning to prepare students for the 21st century.

The plan establishes goals that focus on the five primary areas identified by the Virginia Department of Education in the *Educational Technology Plan for Virginia: 2003-2009*, namely:

1. Integration
2. Professional development and support programs
3. Connectivity
4. Educational applications
5. Accountability

The plan specifies goals and provides targets and action plans for achieving each one. Some of the more noteworthy goals, targets, and action plans are listed below.

Integration Goal 1: Improve teaching and learning through the appropriate use of technology.

- School leaders will attend the annual Technology Leadership Conference sponsored by the Virginia Department of Education and/or other technology conferences and training events.
- Teachers and staff will receive tuition/workshop reimbursement for participating in technology inservice.

- School leaders will receive inservice to evaluate instructional uses of educational technology.
- School principals will observe/evaluate instructional uses of educational technology in classrooms.
- School leaders will initiate, sponsor, or provide inservice to teachers and other staff during the year to support technology integration activities.

Professional Development Goal 1: Establish partnerships for identifying and delivering effective technology training to assist educators as they help students achieve high academic standards.

- A variety of classes, training, and resources pertaining to integrating technology effectively will be available for staff development.
- Technology-related staff development offered by various entities will be provided in a variety of topics and delivery methods.

Professional Development Goal 3: Establish and maintain instructional technologists (including site-based technology resource teachers) in the division.

Connectivity Goal 1: Ensure that all schools have access to integrated instructional and administrative services across interoperable high-speed networks.

- Every instructional and administrative area in all three schools will have a sufficient number of network connections to support the high bandwidth requirements of current and future instructional and administrative applications.
 - All future wiring upgrades will provide at least three network drops per classroom.
 - Computer workstations will be replaced as necessary to ensure appropriate function for required tasks.
- The division will connect all school facilities through a wide area network with sufficient bandwidth to accommodate instructional and administrative needs.
 - BCPS will monitor the bandwidth needs of facilities to ensure that they are being met.
- Each school local area network will have reliable high-speed access to the Internet capable of supporting instructional and administrative applications and initiatives.
 - BCPS will monitor the bandwidth needs of facilities to ensure that they are being met.

Connectivity Goal 2: Ensure sufficient support for ongoing, reliable network operations.

- Adequate support personnel will be in place to operate and support the school technology infrastructure.
- Support personnel for the infrastructure will have appropriate technical skills.
- Customer support systems will be in place to address technical problems in a timely and efficient manner.

Educational Applications Goal 1: Improve teaching and learning through the appropriate use of network-accessible educational applications.

- Teaching and learning resources that effectively support the Virginia Standards of Learning will be identified, communicated, and developed.

Educational Applications Goal 2: Promote and develop Web-based applications, services, and resources.

- Every school will have an efficient, automated library media center connected to the Internet and networked to appropriate learning areas.

The plan contains a number of other important goals and targets that, if followed completely, would greatly facilitate BCPS's efforts to achieve its overall educational goals. Some of these will be further addressed in the remaining sections of this chapter.

COMMENDATION

Bath County Public Schools is commended for developing a technology plan that effectively addresses technology use by students and teachers.

FINDING

Technology can be a very powerful resource for many instructional endeavors and is essential to ensuring effective management operations. However, if it is to achieve its potential divisionwide, effective methods for involving all stakeholders, addressing equity, establishing technology-related standards, and coordinating initiatives must be adopted. The best way to accomplish these objectives is to establish a committee composed of members knowledgeable in technology and representative of all stakeholders.

BCPS has a technology advisory committee that is composed of technology resource teachers, principals, parents, and members of the board, business community, and public. The director of technology is an active participant and provides leadership to the group. The purpose of the committee is to offer advice and feedback regarding the school division's technology services and plans.

COMMENDATION

Bath County Public Schools is commended for establishing a permanent divisionwide technology advisory committee.

Involving stakeholders in decisions about technology use is vitally important, and the BCPS technology advisory committee certainly does that. However, the committee meets only about twice a year, and has not been very active.

RECOMMENDATION

Recommendation 8-1:

Expand the responsibilities of the technology advisory committee.

The technology advisory committee should meet on at least a bi-monthly basis and should assume the following responsibilities:

- reviewing and updating the technology plan annually;
- providing advice on and helping set priorities for administrative technology initiatives;
- establishing recommended lists of technology-based instructional materials and software;
- monitoring the level of division staffing available to support administrative and instructional technology and recommending increases as necessary;
- assisting in the development of technology budgets;
- providing advice on the distribution of local, state, and federal funds that can be used to support technology (as applicable);
- providing advice and guidance on the types and amount of technology-related professional development that should be made available;
- assisting in the development of hardware, software, and network standards;
- monitoring the equitable distribution of technology among the schools;
- offering advice on technology grant applications/proposals; and
- recommending revisions in policies and procedures that impact technology use.

The technology advisory committee should address most, if not all, of these areas through subcommittees. For example, if the committee were addressing the issue of instructional software acquisition, it would form a subcommittee composed of two or three of its members and other individuals who have expertise in that area. Following its deliberations, the subcommittee would present its recommendations to the full committee, which would in turn seek approval from the superintendent and the School Board. Through this mode of operation, the technology advisory committee would become a key resource for the superintendent and the School Board. Although the committee should continue to be an advisory body, this approach would enable it to become very influential with respect to technology use in the division.

Given the number of responsibilities cited above for the technology advisory committee and the suggested approach of creating subcommittees to address each issue, it might appear that those who serve on the technology advisory committee will be spending most of their time on committee work. In fact, the subcommittee approach is designed to accomplish two things: 1) reduce the amount of time each technology advisory committee member must devote to the functions of that committee; and 2) spread the responsibility for contributing to the division's technology strategies among a large number of people throughout BCPS and beyond.

Unless it is necessary to address some urgent issue, the full technology advisory committee would meet only once every other month. Interactions between the members would, of course, continue during the intervening time via telephone and electronic mail. Most of the work of the committee would be performed by subcommittees. By using this strategy, technology advisory committee members would normally be able to discharge their responsibilities in two hours or less per month.

At its first meeting, the committee should formalize its operating rules. It should elect from its membership a chair and vice-chair. The technology advisory committee should determine how it will record its actions and decisions, how long its members will serve, and how it will conduct its business. Although the particular manner in which it chooses to do business is not too important, it is essential that it formalize its operations. Such action will contribute to its becoming an effective and influential group.

BCPS should begin immediately to implement this recommendation so that a fully operational technology advisory committee will be functioning no later than September 2006.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

8.2 Organization and Staffing

Ideally, technology is one area of a school division that supports all administrative and instructional personnel in a constructive way. Organizing technology resources to effectively achieve this outcome can be challenging, at least for some school divisions.

The International Society for Technology in Education (ISTE), an internationally recognized non-profit organization dedicated to advancing the effective use of

technology in PK-12 education, has developed a Technology Support Index rubric to assist school divisions in determining their needs in a variety of technology support areas. In the index, school divisions are divided into one of the following four categories for various areas of technology usage and support:

- Deficient (beginning support capability)
- Limited (isolated areas of effective support)
- Satisfactory (very good support provided in most areas)
- Outstanding (excellent support in most areas)

With respect to organizational structure, the Technology Support Index classifies school divisions as *satisfactory* when they have a structure where the “technical support functions and instructional technology functions report differently, but each unit is cohesively organized and there is communication between units.” Higher-functioning divisions, those functioning at an *outstanding* level, instead have an organizational structure where all of “the technology functions report through the same unit in the organization, providing for a logical chain of command and communication structures....”

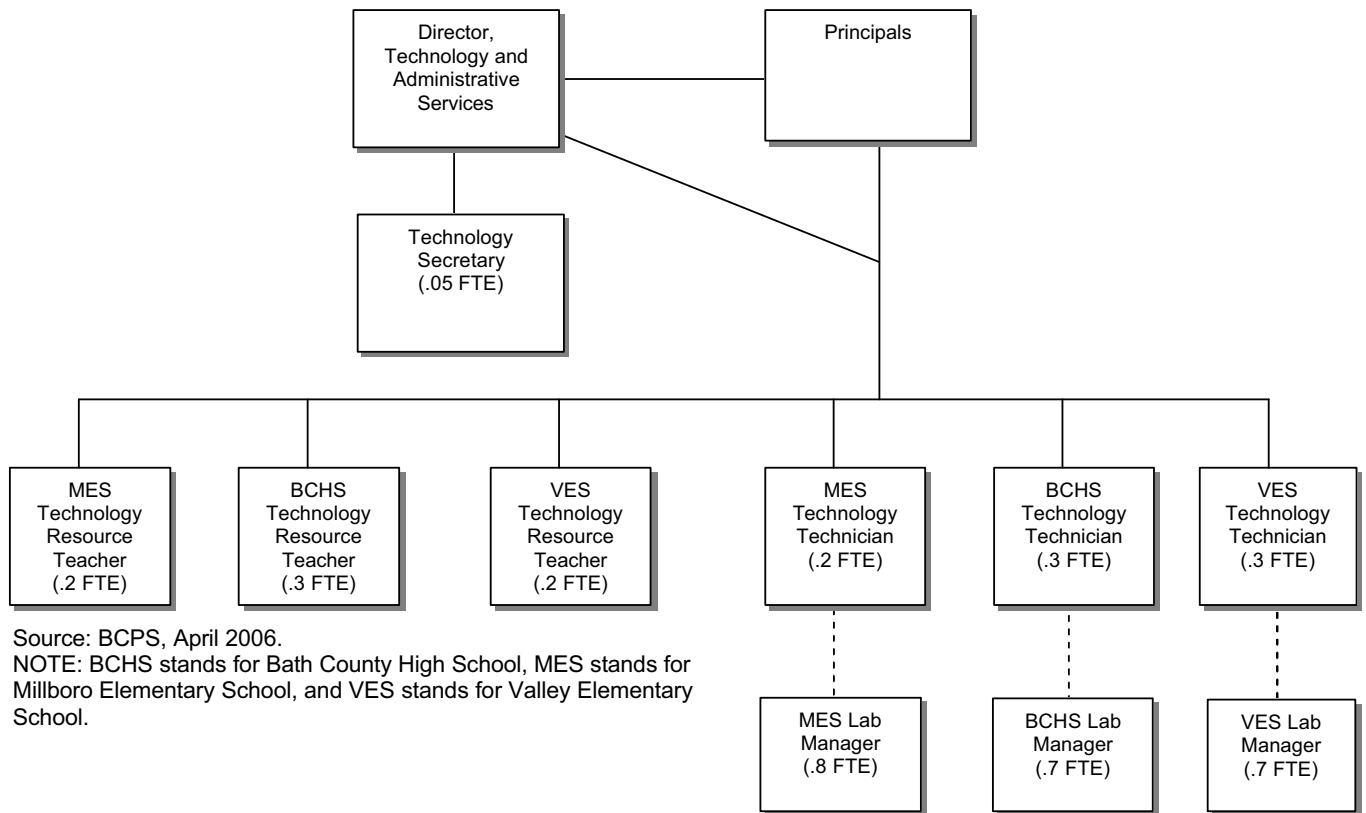
Currently, BCPS technology support personnel report differently. The technology resource teachers and the lab managers/technology technicians report to their principals, whereas the Director of Technology and Administrative Services reports to the superintendent. Given the size of BCPS, this is probably a good arrangement. The division is small enough for the Director to work closely with the school-based technology support personnel, and that appears to be working well. Thus, even though the BCPS support structure ranks in ISTE’s *satisfactory* category, it is probably the best structure for such a small division. The organizational structure of the technology support staff is shown in Exhibit 8-1.

FINDING

For 24 years, BCPS schools were served by school technology coordinators who assisted school staff with technology issues. These individuals were typically full-time staff in other capacities who were paid extra to work with technology projects during their planning or duty periods, and to assist with projects after school. For the 2005-06 school year, six staff members were identified as technology technicians or resource teachers, and were assigned these part-time duties within their work day. The result has been that significantly more assistance is available for building staff to ensure that their hardware and software work properly, and that they have additional assistance for technology integration activities.

Effective July 1, 2004, the Commonwealth of Virginia started providing funds to school divisions to facilitate the use of technology in schools. In a superintendent’s memorandum, the Superintendent of Public Instruction identified the purposes for which those funds were to be used: “Local School Boards shall employ two 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.”

**EXHIBIT 8-1
BATH COUNTY PUBLIC SCHOOLS
TECHNOLOGY SUPPORT STAFF
ORGANIZATIONAL CHART**



Source: BCPS, April 2006.

NOTE: BCHS stands for Bath County High School, MES stands for Millboro Elementary School, and VES stands for Valley Elementary School.

Because BCPS has a total student population of less than 1,000, the division determined that the most effective way to support all schools and teachers was to divide each of these positions three ways so that each school would have the benefit of a technology resource teacher for some portion of every school day. Accordingly, the technology resource teacher at the high school spends 30 percent of his time on this function, with the remainder being allocated to his regular teaching assignments. Similarly, the technology resource teachers at Millboro and Valley elementary schools devote 20 percent of their time to this function and the balance on regular teaching assignments.

For years, BCPS had lab managers who were supplied at division expense. Prior to the current school year, these lab managers devoted 100 percent of their time to assisting teachers and students in the computer lab(s). As of this year, these individuals have been assigned a new responsibility: to serve as the technology technician for their entire school, in addition to continuing as the lab manager. At Millboro Elementary School, the lab manager spends .8 percent of her time carrying out the traditional lab manager role, and .2 percent of her time serving as the technology technician for the school. At Bath County High School and Valley Elementary School, the lab managers spend .7 percent

of their time fulfilling the lab manager responsibilities and .3 percent of their time as technology technicians.

The role of the technology resource teachers is to work with fellow teachers in workshop settings, small groups, and one-on-one sessions to help them learn to use technology effectively and to incorporate it into their teaching. It is not their responsibility to provide technical support; that falls to the technology technician. When teachers encounter network-, hardware-, or software-related technical problems, they are to call the technology technician for assistance. That individual is to work with them to resolve such problems. When the technician is unable to resolve a problem, she escalates it to the Director of Technology and Administrative Services.

A few weeks prior to the on-site visit to Bath County, MGT surveyed BCPS employees on all facets of division operations. The responses to the technology-related questions were quite positive, as shown in Exhibit 8-2. For example, 88 percent of administrators and principals rated the division's support of instructional technology as *good* or *excellent*, and none rated it *fair* or *poor*. Fifty-eight percent of teachers rated the division's support of instructional technology as *good* or *excellent*, while 40 percent rated it *fair* or *poor*.

When asked how strongly they agreed or disagreed that BCPS provided adequate technology-related staff development, 76 percent of administrators and principals agreed or strongly agreed, and none disagreed. Sixty-nine percent of teachers agreed or strongly agreed, while 18 percent either disagreed or strongly disagreed. In regard to whether or not the division provided adequate technical support, 63 percent of administrators and principals and 56 percent of teachers agreed or strongly agreed. Only 13 percent of administrators and principals and 20 percent of teachers disagreed or strongly disagreed.

Finally, when asked about the division's support for instructional technology, 75 percent of administrators and principals and 54 percent of teachers rated it as *adequate* or *outstanding*. Twenty-five percent of administrators and principals and 39 percent of teachers indicated that the division's support of instructional technology *needs improvement* or *needs major improvement*.

It is significant that these last responses from Bath County were considerably better than the average responses that MGT has received from administrators and teachers in over 30 school systems around the country. To illustrate that contrast, 56 percent of administrators in other school systems indicated their instructional technology support *needs improvement* or *needs major improvement*, while only 39 percent indicated their support was *adequate* or *outstanding*. Similarly, 53 percent of teachers in other school systems stated that their instructional technology support *needs improvement* or *needs major improvement*, while 40 percent rated their support as *adequate* or *outstanding*.

Thus, the survey results support the assertion of the Director of Technology and Administrative Services that technical support improved this year over past years. During interviews, most school-based personnel agreed that support had improved. Moreover, it is likely to continue to improve, as the technology resource teachers all said that this was more or less a "learning year" during which acclimating to their new role. After a year's experience in this position, they are likely to be more effective resources for the teachers in their respective schools.

**EXHIBIT 8-2
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

SURVEY STATEMENT OR FUNCTIONAL AREA	ADMINISTRATORS/ PRINCIPALS	TEACHERS
	(% Good + Excellent) / (% Fair + Poor)¹	
The school division's job of providing adequate instructional technology.	88/0	58/40
The school division's use of technology for administrative purposes.	75/13	45/20
	(% Agree + Strongly Agree) / % Disagree + Strongly Disagree)²	
I have adequate equipment and computer support to conduct my work.	88/0	70/20
The school division provides adequate technology-related staff development.	76/0	69/18
The school division requests input on the long-range technology plan.	75/13	37/28
The school division provides adequate technical support.	63/13	56/20
	(% Needs Improvement + Needs Major Improvement) / (% Adequate + Outstanding)³	
Data Processing	13/50	26/34
Administrative Technology	13/76	29/36
Instructional Technology	25/76	39/54
Instructional Support	38/50	43/51
Staff Development	38/63	44/49

Source: MGT Survey results for Bath County Public Schools, 2006.

¹ Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

³ Percent responding *Needs Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

COMMENDATION

Bath County Public Schools is commended for providing good technology support to its schools.

FINDING

Bath County has been working during the last year to develop a countywide master plan for technology and telecommunications. A final draft of the plan has been received by the Board of Supervisors, though the recent departure of the county administrator has delayed further development and implementation of the plan.

The county administrator and representatives from the Board of Supervisors, the hospital, The Homestead, the BARC Electric Cooperative, the community hospital, the telephone company, The Homestead Preserve, local and regional technology services consultants, local businesses, and school division staff all participated in the development of the plan through monthly meetings. The Director of Technology and Administrative Services was active in the process throughout.

The technology and telecommunications plan addresses technology access, child and adult technology literacy, infrastructure, community development, public school programs, and other important issues.

This community technology advisory/planning committee has fulfilled an important role for the school division this year to offer feedback on school division initiatives, and to provide other possibilities for consideration.

COMMENDATION

The Director of Technology and Administrative Services is commended for working with other community representatives to develop a countywide master plan for technology and telecommunications.

8.3 Infrastructure

Infrastructure is the underlying system of cabling, communications lines, switches, and routers that connects the various parts of a wide area network (WAN). It is similar in nature to a human skeleton or a country's road network—it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an effective infrastructure, such capabilities are very limited.

Given the capabilities and benefits that will accrue, most organizations, both public and private, have learned that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true of school divisions, which typically have a central office and multiple school sites spread over a wide area.

The most fundamental requirement of a sound infrastructure is a WAN that serves all users in the enterprise. A key function of a WAN is to connect the local area networks (LANs) that are located throughout the enterprise. A LAN is typically found within a building and serves to connect all the users within that building to one local network. Connecting the LAN to a WAN allows all LAN users access to others in the enterprise, as well as to the electronic world beyond. An enterprise in which every user is connected through a LAN to a WAN has the infrastructure necessary to take full advantage of the telecommunications capabilities that exist today and those that will be available tomorrow.

A WAN gives all users the capability of communicating with all other personnel in the organization through an electronic mail system. Typically, it also provides a bridge to the Internet and World Wide Web, which enables anyone connected to the WAN to access information and people outside the organization. WANs also allow authorized individuals in one office to access files of information in another office. WANs are often "closed," meaning that security measures prevent persons outside the confines of the WAN from accessing information housed within the WAN without a password and/or personal identification number.

FINDING

BCPS has about 450 networked computers in classrooms, computer labs, and offices utilizing the Windows XP operation system and Microsoft Office (2000, XP, 2003) application software. These workstations are networked via Cisco switches and routers within buildings to comprise local area networks. Building switches utilize either copper or fiber connections, depending upon load and distance between network closets. Each school has a primary server utilizing the Windows Server 2003 operating system. The School Administration Building server continues to operate with Windows Server 2000. Only a few pre-XP workstations are in use in the schools, and most of them are not connected to network resources. There is only one Macintosh computer in the division, and it will soon be gone.

Valley Elementary School, Millboro Elementary School, and the School Administration Building are connected to the division wide area network core router (centered at Bath County High School) via T-1 lines.

The school division uses two T-1 Internet lines for instructional and administrative use, including several compressed video classes at the high school. The Internet lines are met by a Cisco edge router and Pix Firewall.

The division contracts with Sycom Technologies for network support, though it does not have to call often. The Director of Technology and Administrative Services provides most of the network support.

During school interviews, all school-based personnel were unanimous in their praise for the network. Comments included the following:

- "The network is great."
- "The network is very reliable."
- "The only problems we ever have with the network are caused by the telephone company."

COMMENDATION

Bath County Public Schools is commended for establishing an infrastructure that provides good service to the entire division.

FINDING

BCPS has a very informative Web site that provides a lot of information about the school division and its activities for parents and other community members. The types of information that have appeared recently include frequent updates on division activities such as:

- SOL testing;
- the arts in BCPS (Elementary School Dinner Theatre programs, Band Concert and Art Show, the Valley Elementary Talent Show, etc.);

- Mertz Career and Technology Center Students who excelled in a recent regional culinary arts competition; and
- 4-H Share the Fun Show.

Parents have expressed particular interest in and appreciation for the following items that appear on the Web site:

- the headline news features on school home pages;
- links to faculty and staff email addresses;
- faculty Web sites—especially those that provide homework assignments;
- school and division calendar information that is continuously updated, including academic, extracurricular, and athletic events;
- photos on student activities;
- school menus; and
- school closing information.

While the Web site provides a wealth of information on school and division activities, it does not provide information to parents regarding student grades, test scores, attendance. This information is very valuable to parents, and in divisions where such an approach has been implemented, parents have reacted very favorably. Moreover, this is the sort of thing that school divisions need to do in order to better serve parents and the community.

RECOMMENDATION

Recommendation 8-2:

Acquire and maintain a software package that allows parents to see information on their children's progress in a secure manner.

Various software products enable school divisions to draw on SASI data and make it available to parents. This can include grades, test scores, attendance data, and other information of interest to parents. BCPS should acquire such a package and implement it as soon as budget and staff resources allow. In another small Virginia division, the entire support of such a product is managed by the SASI coordinator.

FISCAL IMPACT

A software product similar to the one BCPS needs to acquire is operating effectively in another small Virginia school division. That purchase price was approximately \$3.50 per student, which included the cost of training division staff to use the software. Using this per student fee to project the cost of implementing such a product in BCPS, we estimate that the division would incur first-year costs of approximately \$2,730. The annual

maintenance cost would likely be \$1,000 to \$1,200 per year. These costs, of course, would be subject to negotiations that the division would conduct with the company.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Acquire and Maintain a Software Product to Facilitate Reporting of Student Progress Information	(\$2,730)	(\$1,100)	(\$1,100)	(\$1,100)	(\$1,100)

8.4 Hardware and Software

MGT's review of equipment involves an analysis of the type of hardware resources available for staff, teacher, and student use. While computers are the predominant resource in the classroom, other relevant technologies include, but are not limited to, digital cameras, projectors, and networking equipment. It is important that computers used for instruction have sufficient power and speed to support the use of recently developed multimedia courseware and effective access to the Internet/World Wide Web. All such computers should be networked. Similarly, computers that are used for administrative purposes need sufficient power and speed if they are to effectively use the more advanced software tools available for data storage, manipulation, and analysis. Administrative computers, too, should be networked.

While the price of hardware is generally declining, the cost of software is increasing. This is primarily because software actually translates into personnel costs; that is, software development is usually a labor-intensive activity that requires skilled technicians who earn relatively high salaries. As a result, the task of selecting software for use in any organization is becoming more difficult. This is particularly true of educational entities because they require more diverse types of software than do governmental agencies or private corporations.

FINDING

One area where BCPS has stepped out ahead of many school systems is in the purchase of extended warranties for the computers that they acquire. Purchasing a warranty essentially means that the manufacturer (or dealer) of the equipment will provide the repair support required during the coverage period. The standard for the division is to purchase five-year warranties. Such an approach has a significant impact upon the amount of repair work that in-house staff must do, one result of which is improved technical support.

ISTE's Technology Support Index classifies school divisions where warranties "are purchased to cover the life of the equipment (five or more years)" as *outstanding*.

COMMENDATION

Bath County Public Schools is commended for purchasing five-year extended warranties on all computer acquisitions.

Extended warranties provide a way to reduce the total cost of ownership (TCO) for equipment owned by the school division. MGT must often recommend that school systems purchase warranties; thus, BCPS is ahead of many other divisions in this regard.

FINDING

Another place where BCPS leads other school systems is in its equipment replacement policy. The “current minimum standard for classroom and office workstations is a Pentium III microcomputer with 256+ MB of RAM,” with the Windows XP operating system. Workstations are replaced “at least every seven years, though often every six years (or more frequently for certain mission-critical settings).” Most division computers are Pentium IV machines. There are some older systems in use, but those are no longer connected to the division’s network.

COMMENDATION

Bath County Public Schools is commended for establishing an equipment replacement policy.

MGT often recommends the implementation of an equipment replacement policy, so Bath County Public Schools is ahead of other divisions in this area as well.

It is important to add that, a technology support project conducted by ISTE, confirmed that establishing a computer life cycle allowed school divisions to avoid obsolescence and provided for better support, thereby reducing TCO.

8.5 Professional Development

Training is the most critical factor in determining whether technology is used effectively. Teachers and administrators must be comfortable using technology, and they must know much more than merely how to operate the equipment. In fact, teachers must know how to integrate technology effectively into their teaching, and administrators must know how to use it to better manage their schools and their division as a whole. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering technology is not something that can be achieved quickly. Planning and support for technology-related professional development must take this into account.

Training must also be ongoing. Teachers and administrators need continuous opportunities to improve their technology skills and to share new strategies and techniques with peers. While face-to-face interaction is essential, technology can also facilitate communication through email and interactive Web sites.

Technology integration involves more than learning to replicate common tasks such as lecturing and record keeping using computers. Teacher roles, instructional strategies, the organization of curriculum, and classroom management often have to change in order to take advantage of technology. Professional development should support teachers as they make these transitions.

School and division administrators are the key to integrating technology into the curriculum. Although teachers are on the front lines, administrators are often the driving force behind increasing levels of technology use in the schools. Administrators who make technology a priority in their schools will have teachers who make technology a priority in their classrooms.

Just as it is critical that teachers and administrators receive extensive staff development, it is also important for technical staff to participate regularly in training programs that enable them to stay current. No industry changes as rapidly as the technology industry. In order for technical and instructional support staff to continue to provide the level of support that a school division requires, they should participate in effective training programs at least annually.

FINDING

The BCPS Technology Plan repeatedly states that “school leaders will attend the annual Technology Leadership Conference sponsored by the Virginia Department of Education and/or other technology conferences and training events.” It is appropriate that this action step be cited as a means of achieving several different goals that the division has set because there are many types of learning opportunities available at most technology conferences. Typically there are numerous sessions on a variety of educational technology topics that are often very informative. Usually there is also an exhibit hall that allows attendees to see the latest hardware and software developments on the market. However, the most beneficial part of attending conferences is the opportunity to network with colleagues from other parts of the state or nation to learn about educational technology approaches that have worked and others that have not.

Without exception, the technology support staff interviewed indicated that they had attended at least one conference in the past year. Most had plans to attend training institutes or academies this summer. Clearly, in this area at least, BCPS is taking the actions prescribed in its technology plan.

COMMENDATION

Bath County Public Schools is commended for allocating funds to enable technology support staff members to attend technology conferences and academies to strengthen their personal technical capabilities.

ISTE’s Technology Support Index classifies school divisions that have comprehensive staff development programs in place as *outstanding*. Although conference attendance alone does not equate to a “comprehensive staff development program,” attending conferences would certainly be one component of such a program.

FINDING

An approach to professional development that is becoming very popular today is online or Web-based training. Teachers with computers at home, or with computers they check out from school for home use, sign on to the Internet to take courses. These courses are offered by both public and private entities. Some are very primitive, with little more than

lecture notes placed on-line. Others, however, are very sophisticated, with on-line mentors to help students, interactive activities, chat rooms, and other features that build a sense of community among the participants. Because the courses are on-line, teachers can access the material whenever it is convenient for them, whether that is on a Sunday afternoon or at 1:00 in the morning. For teachers who are already comfortable with the technology, this is a low-cost, high-impact approach to professional development.

Although BCPS teachers have taken advantage of on-line professional development provided by other school divisions in the past, there is little or no involvement in on-line course work this year.

ISTE's Technology Support Index classifies as *outstanding* those school divisions where "online training opportunities are provided for staff both onsite and remotely..."

RECOMMENDATION

Recommendation 8-3:

Review all of the options for offering Web-based professional development and strongly encourage teachers to take advantage of these opportunities.

To facilitate a review and assessment of Web-based professional development programs, we have provided the following partial list of organizations that offer such courses, along with their Web addresses. The director of technology, working with a subcommittee of the technology advisory committee, should review all of these as well as any others that they identify on the World Wide Web.

- ASCD (Association for Supervision and Development) Professional Development Online – www.ascd.org/framepdonline.html
- Atomic Learning – www.atomiclearning.com
- Classroom Connect – cu.classroom.com/logon.asp
- iEARN (International Education and Resource Network) – www.iearn.org/professional/online.html
- Marco Polo – www.marcopolo-education.org/
- OnlineLearning.net – www.onlinelearning.net
- Pearson Learning's Skylight Professional Development – www.skylightedu.com/courses/
- T.H.E. (Technological Horizons in Education) Institute – www.thejournal.com/institute.

This approach will provide teachers with more professional development options, as well as flexibility to take advantage of training activities at times that fit best into their busy schedules. It is also important to note that promoting this new approach to staff

development is a way of providing guidance and direction to the division's instructional staff.

It should be recognized that these courses are not free of charge. There will be some costs associated with using them. For example, Classroom Connect's Connected University has four departments offering courses in the following areas of study:

- Technology Integration
- Mathematics
- Educational Leadership
- Curriculum and Instruction

A full list of these courses can be viewed at the:
<http://cu.classroom.com/pdfs/ResourceCatalog.pdf>.

A subscription to Connected University courses costs \$399. Special pricing options for building and division purchases are also available; hence, the actual cost is unknown but negotiable.

Another example comes from a second provider listed above: T.H.E. Institute. This organization offers four courses on integrating technology into the curriculum—one each in social studies, science, mathematics, and English/language arts. These courses cost \$149 each. Course moderation (\$50) and graduate credit (\$90-110) are additional options. Volume discounts are available. T.H.E. Institute also offers two courses on using technology in education, also at \$149, and a course in internet literacy at \$79.

Although they vary somewhat, the rates charged by the other providers are similar to those identified for Classroom Connect and T.H.E. Institute.

FISCAL IMPACT

There will be costs associated with implementing this recommendation, but they are impossible to determine at this time, given that prices are negotiable and vary from vendor to vendor; the actual number of courses to be used is unknown; and the areas of need have yet to be determined. Thus it becomes clear why a representative group of people is needed to help assess the options and develop plans for expanding upon this type of professional development.

It should also be noted that, since funds are usually available for professional development, they should be used for this purpose, making these expenditures more of a reallocation of funds than a new budget item.

8.6 Technical Support

Only training is more important than technical support in determining how effectively technology is used in the classroom. Frequently teachers, even those with considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses, their effectiveness is diminished. Teacher questions typically include:

- Why is one of the computers in my classroom malfunctioning so often?
- Why does my connection to the Internet keep disappearing?
- How do I direct a document to another printer in the building?
- How do I transfer this file to a colleague at Bath County High School?
- Why can't I import this Excel chart into my Word document?

In addition to these technical questions, teachers have a multitude of instruction-related questions. Particularly when they have had limited experience in using technology, they frequently want and need help in incorporating some specific technology-related resource into their lessons. At those times, they need an experienced technology-using teacher to work with them one-on-one to address the specific issue with which they are dealing.

Those schools that are able to answer technical questions quickly and assist individual teachers with instruction-related issues will be the schools that most effectively prepare their students. The best way of addressing questions such as those above is to place at least one full-time technology specialist in every school. Unfortunately, because of the cost, few school systems are able to place a full-time technology support person in every school.

FINDING

A strategy that some divisions have found to be successful in improving technical support without significantly increasing costs is to draw upon the expertise of a resource available in every division, but not often tapped: the students.

BCPS has created a unique program that involves students in the technology support function. Known as the Technology Assistant Program, it is designed to accomplish two things:

- Maximize educational and experiential opportunities for students with exceptional technology potential and skills.
- Provide a valuable technology support resource for the division.

Bath County High School sophomores, juniors, and seniors are encouraged to apply to the Technical Assistance Program for part-time contracted services work with the school division. Applicants must provide documentation of professional technology certification from an approved certifying entity in at least two of the following areas:

- Computer Fundamentals
- Computer Industry Knowledge

- Computer Technical Support
- Computer Electronics
- Information Technology Terminology
- Internet Concepts or Internet Technology Fundamentals
- MS Access 2000, Excel 2000, Word 2000, or Outlook 2000 Fundamentals
- MS Internet Explorer 5.5 Fundamentals
- MS Windows 95 Administration or Navigation
- MS Windows 2000 Fundamentals
- Network Technical Support
- Networking Concepts
- Typing Speed and Accuracy

Approved Technology Assistants (TAs) and their parents must sign the Technology Assistant Agreement before any work can be performed. As the need arises, a building-level computer coordinator, the principal, or the director of technology will select one or more TAs from the approved list. A Technology Assistant Work Order is then completed, detailing the nature of the task, the location of the assignment, and an estimate of the amount of time required to complete the task.

TAs work as independent contractors in the schools—outside of normal class time—installing, troubleshooting, and repairing computer hardware and software, and otherwise assisting with school technology projects. TAs typically work two to five hours per week during the school year (and more in the summer), and are paid \$10 per hour for pre-approved projects.

In the ISTE Support Index, *outstanding* school divisions utilize students to provide technical support and have a program that “is designed to train students in technical support.” These outstanding divisions do not rely solely on the expertise of these students, but expand their support capability in a way that benefits both students and the division.

COMMENDATION

Bath County Public Schools is commended for creating the Technology Assistant Program, which provides students an opportunity to work for the division in a technical support role.

As one parent in another division recently observed, “We are a technical society. Students should be given the opportunity to get a certification in Microsoft Office products with their diploma.” Clearly, the Technology Assistant Program provides an

opportunity for students to learn the technology support function, which can be a very valuable experience for them in the future.

FINDING

Most technical support personnel have numerous stories about calls they have made to labs or classrooms, only to find out that a computer or another device was not plugged in or was not turned on, or that a cable was not connected properly—or not connected at all. Those stories can be quite humorous; however, the costs associated with responding to such calls are not funny at all. Some divisions have found that by delivering elementary training to users on how to deal with various types of technology problems, they have reduced the cost of providing technical support.

RECOMMENDATION

Recommendation 8-4:

Implement a training program for teachers and other staff that provides basic troubleshooting skills.

A significant way to strengthen the technical support available to schools is to help teachers learn to diagnose and resolve problems they encounter while using technology. One large school district in Tennessee did a study a few years ago that indicated that as many as 90 percent of the problems their teachers sought help desk assistance to resolve could be handled by the teachers if they received basic troubleshooting training. While that percentage seems to be unrealistically high, it does indicate that a large number of problems could be resolved by teachers if they were more knowledgeable. Since current BCPS staff members are able to offer this type of professional development, providing such training should be a high priority for the division.

Providing troubleshooting training is another characteristic of an *outstanding* school division, according to ISTE's Technology Support Index. Specifically, the index states that in *outstanding* school divisions "basic troubleshooting is built into the professional development program, and is used as a first line of defense in conjunction with technical support."

FISCAL IMPACT

This recommendation can be implemented with existing resources.

9.0 FOOD SERVICES

9.0 FOOD SERVICES

This chapter presents findings and recommendations relating to food service operations in Bath County Public Schools (BCPS). The major sections of the chapter are as follows:

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

CHAPTER SUMMARY

The head of the BCPS food service program is the director of school nutrition. She has been with BCPS for many years. All three schools have long participated in both the National School Food Service Program and the National School Breakfast Program.

The division has many hard working cafeteria employees and BCPS has benefited from the fact that the staff has been quite stable. They have lost very few people in recent years. There is a cafeteria manager at each of the three schools and the following is the number of employees that work at each school, including the manager:

- Bath County High School – three full-time and one part-time worker;
- Valley Elementary School – five full-time and one part-time worker;
and
- Millboro Elementary School – three full-time workers.

In recent years the food service program has not been self supporting, requiring that the division subsidize the program by approximately \$155,000 per year each of the last three years. There is a serious need to make changes in the program so that it can become a more financially sound program.

The major recommendations for improvement are:

- Recommendation 9-1: Raise the price of the meals being served.
- Recommendation 9-2: Reduce the cafeteria staffing level at Valley Elementary School.

9.1 Introduction

9.1.1 Overview of the National Program

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 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 childcare 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.

9.1.2 Overview of the Bath County Public Schools Program

The head of the BCPS food service program is the director of school nutrition. She has been with BCPS for many years. All three schools have long participated in both the National School Food Service Program and the National School Breakfast Program.

The three schools prepare their own food and serve them with a combination of full-time and part-time staff. The schools do not provide catering services.

The survey of central office administrators, principals, and teachers that MGT conducted early in the efficiency review process yielded mixed reactions to the food service program. For example, when asked whether they agreed that the “food services department provides nutritious and appealing meals and snacks,” 63 percent of administrators and principals *agree* or *strongly agree* with the statement while only 13 percent *disagree* or *strongly disagree*. However, only 30 percent of teachers *agree* with the statement, and 49 percent either *disagree* or *strongly disagree*. When asked whether the food service function *needs some improvement*, *needs major improvement*, is *adequate*, or is *outstanding*, 50 percent of administrators and principals rated it as *adequate* or *outstanding* and 50 percent rated it as *needs some* or *needs major improvement*. Forty-six percent of teachers indicated that the food service program *needs improvement* while 40 percent of teachers ranked it as *adequate* or *outstanding*.

9.2 Organization and Management

The director of school nutrition reports to the superintendent. She retired about 10 years ago but was persuaded to return to her position in the central office soon after leaving. She returned to work on the condition that she would only work half-time.

Consequently, she works Monday, Tuesday, and Wednesday morning. She has announced that she will be retiring permanently at the end of this fiscal year.

The only additional food service assistance at the central office is a secretary who is shared with others. That person serves as the food service secretary and bookkeeper.

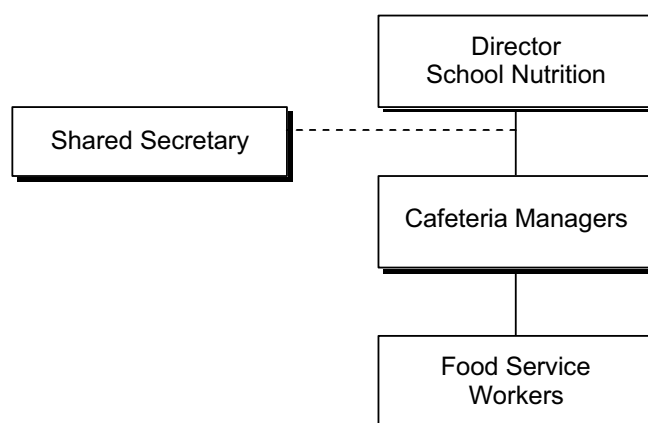
The division has many hard working cafeteria employees and BCPS has benefited from the fact that the staff has been quite stable. They have lost very few people in recent years. There is a cafeteria manager at each of the three schools and the following is the number of employees that work at each school, including the manager:

- Bath County High School – three full-time and one part-time worker;
- Valley Elementary School – five full-time and one part-time worker;
and
- Millboro Elementary School – three full-time workers.

There are a number of substitutes that the division can call upon to help when an employee is sick, but there are not enough subs which is problematic on occasion.

Exhibit 9-1 depicts the organizational structure of the BCPS food service program.

**EXHIBIT 9-1
BATH COUNTY PUBLIC SCHOOLS
FOOD SERVICE STAFFING**



9.3 Student Meal Participation

Bath County Public Schools has a relatively low free/reduced price eligibility rate (28.41 percent), which is below both the state average of 33.12 percent and the peer division average of 32.01 percent. Exhibit 9-2 shows a comparison between BCPS and its peer divisions, the peer division average, and the state average. As can be seen from the chart, the BCPS eligibility rate places them fourth among the six divisions listed.

**EXHIBIT 9-2
FREE/REDUCED PRICE ELIGIBILITY COMPARISON
2005-06 SCHOOL YEAR**

	PERCENT FREE	PERCENT REDUCED	PERCENT TOTAL F/R
Bath County	18.43	9.97	28.41
Bland County	22.61	10.91	33.52
Craig County	22.60	7.67	30.27
Mathews County	18.12	4.39	22.51
Rappahannock County	10.53	5.92	16.45
Surry County	45.59	11.69	57.28
Peer Average	23.89	8.12	32.01
State Average	25.94	7.18	33.12

Source: Virginia Department of Education, 2005–2006 Statistics.

Participation in the breakfast and lunch programs by students has remained fairly constant over the last three years. Exhibit 9-3 displays the total number of students participating in the breakfast and lunch programs during April in each of the last three years. In this exhibit April is used as an example, but the other months also show similar results.

**EXHIBIT 9-3
BATH COUNTY PUBLIC SCHOOLS
STUDENT MEAL PARTICIPATION
APRIL 2004, 2005 AND 2006**

		PAID			REDUCED			FREE			TOTAL		
		2004	2005	2006	2004	2005	2006	2004	2005	2006	2004	2005	2006
BCPS TOTALS	B	102	107	113	36	31	26	73	78	67	211	216	202
	L	390	389	429	73	79	59	135	132	120	597	600	597

9.4 Financial Performance

FINDING

The BCPS food service program has not been self-supporting for seven years. At the end of each of the last three years, the food service fund balance was \$0. These zero balances were achieved because the school division drew upon general fund monies to subsidize the program. Each of the last three years it has been necessary for BCPS to subsidize the food service program between \$155,000 and \$165,000. This situation prompted both the superintendent and the director of school nutrition to characterize the financial status of the program as a very serious problem.

The BCPS food service program expends considerably more on its lunch program than do its peer divisions. Exhibit 9-4, which presents the food service disbursements for the 2003-04 year, illustrates this well. While the average of food service disbursements for

the peer divisions was \$343,301, Bath County expended \$475,219. When this cost is allocated to pupils, the BCPS per pupil cost was \$603.87, compared to the peer division average of \$357.30 per pupil.

**EXHIBIT 9-4
FOOD SERVICE DISBURSEMENTS
PEER SCHOOL DIVISIONS
2003-04 SCHOOL YEAR**

SCHOOL DIVISION	FOOD SERVICES	PER PUPIL COST
Bath County	\$475,218.57	\$603.87
Bland County	\$184,050.61	\$201.73
Craig County	\$233,401.78	\$332.54
Mathews County	\$239,721.12	\$186.31
Rappahannock County	\$413,330.85	\$402.46
Richmond County	\$182,926.66	\$150.10
Surry County	\$674,458.00	\$624.08
Division Average	\$343,301.08	\$357.30

Source: Virginia Department of Education Web site, 2006.

In divisions where there is a financially successful food service program, there typically is a balance remaining at the end of the year which may be used by the program to support non-recurring expenses such as the replacement of equipment. This enables the successful food service programs to be self-supporting. In fact, there are many food service programs in school divisions and districts across the country that reimburse the general fund for their use of indirect services such as utilities, maintenance services, and custodial services, among others. Thus, not only do those divisions avoid having to subsidize their food service program, but their general funds are increased slightly by the food service program's payment of indirect costs.

The most significant reason for the financial situation reaching the serious stage is that the price of food has increased at a rate higher than projected. The hurricanes of last summer and the rising price of oil have combined to cause food budgets to be stretched thin.

Given the financial difficulties that BCPS has experienced in recent years, it was not surprising to hear from food service personnel that the kitchen equipment being used was very much out-of-date. Since the food service program is not allowed to have positive balances at the end of the year as financially successful food service programs do, there is no in-house source of funds to draw upon to upgrade the equipment.

If BCPS is to convert its financially struggling food service program into one that is financially successful, several changes must be made. One of those changes should be to raise the price of the meals being served.

Exhibit 9-5 displays the prices being charged for breakfast and lunch programs by Bath County's peer divisions. Note that BCPS charges \$.60 for an elementary student breakfast and \$.60 for a high school student breakfast. For both breakfast and lunch, BCPS charges the lowest price of all divisions in the group. The peer average for an

elementary student breakfast is \$.84 and it is roughly the same for a high school breakfast.

With respect to lunch, BCPS charges \$1.25 for an elementary lunch which is the lowest price charged by any divisions in the peer group. The peer average for an elementary lunch is \$1.40, which is higher than the BCPS price. The high school lunch is priced at \$1.50 which is less than the peer average of \$1.56. Among the peer groups, two divisions charge less (Bland and Craig), two divisions charge more (Rappahannock and Richmond) and two divisions (Mathews and Surry) charge the same price.

Not only is BCPS charging less than some of its peers for meals but MGT's analysis of the prices being charged by the other divisions in the BCPS region (region 5) reveals that the division is charging less than most other divisions in the region. Exhibit 9-6 displays the prices being charged for breakfast and lunch by all 19 divisions in the region. The chart shows that only two (Augusta and Staunton City) charge less than BCPS for an elementary breakfast (\$.50 compared to the BCPS price of \$.60). Two other divisions charge the same as BCPS, with the remaining 14 divisions charging more. The average price for an elementary breakfast in the region is \$.77 which is over 25 percent above the BCPS price.

The results are similar for an elementary lunch. BCPS charges \$1.25 and, although there are two divisions (Campbell and Highland) that charge the same price, every other division charges more. The average price is \$1.49.

As for the high school lunch costs, BCPS charges \$1.50 and only one of the other 17 divisions that provide high school lunches charges less (Campbell charges \$1.40). One division (Highland) charges the same price and the average price for the entire region is \$1.71.

Thus it is clear that Bath County Public Schools is charging less than almost all the other divisions to which they can be compared. Moreover, meal prices in the division have not been raised since the 2000-01 school year.

RECOMMENDATION

Recommendation 9-1:

Raise the price of the meals being provided to BCPS students.

BCPS should carefully analyze the types of increases that could be made and based on that analysis, determine the most appropriate prices to charge for meals. The cost of breakfast and lunch should be examined since BCPS is currently charging considerably less for both meals than most other divisions. In addition, the cost of adult meals should also be increased as well. The optimum prices should be those that will generate the greatest increase in revenue, while not placing a hardship on parents who will be asked to pay the higher charges. While this initiative alone should not make up the entire shortfall that has been experienced in recent years—around \$150,000+—when combined with other actions the division should take, it should contribute significantly to rectifying that financial crisis, as some have called it.

FISCAL IMPACT

Implementing this recommendation will generate additional revenue for the food service program, thereby reducing the need to subsidize that program from the general fund. It is not possible to determine exactly what the impact will be because there are a lot of factors that need to be considered such as which meals are increased, what is the level of the increase, etc.

FINDING

Meals per labor hour (MPLH) measures the average number of full meals divided by the number of employee hours worked. MPLH provides a way to determine the level of efficiency in meal delivery: the higher the MPLH, the more efficient the provision of meals.

The following are the meals per labor hour factors for the month of February 2006 which is representative of the entire year:

- Bath County High School – 11.1
- Valley Elementary School – 6.8
- Millboro Elementary School – 11.4

Considering that the state recommends that meals per labor hour should be in the 14-20 range, clearly the BCPS schools are not close, especially Valley Elementary School. Given these MPLH ratings, it is evident that the food service at these schools is not very efficient.

In the spring of 2002 the Virginia Department of Education did a review of the BCPS program and one of its findings for Valley Elementary school was that “meals per labor hour are well below the recommended guidelines. A reduction in labor hours or an increase in meal participation would help bring labor hours within the guidelines.”

RECOMMENDATION

Recommendation 9-2:

Reduce the cafeteria staffing level at Valley Elementary School.

Exhibit 9-4, which shows that the BCPS per pupil food service cost in 2003-04 was \$603.87, compared to the peer division average of \$357.30 per pupil, makes it clear that the food service program needs to be more efficient. The division is not going to get those costs under control unless it takes some serious—and perhaps difficult—steps to improve efficiency. One step is to increase the price being charged for meals, as recommended above, and a second step is to become more efficient. The most effective way to do this is to reduce the level of staffing at this school.

Currently there are five and one-half positions working in the Valley Elementary School cafeteria. Consideration should be given to whether eliminating one position or one and

one-half position (or more) will be necessary to bring the cafeteria closer to the state's MPLH recommended range.

The price increases recommended above and this staffing change will both contribute to making the division's food service program more cost effective. Another action that would help considerably would be to increase the number of students that participate in the program. Strategies that might help with that include, but are not limited to:

- Expanding the number of a la carte items that are available for purchase by students, especially at the high school;
- Publicizing to parents the fact that the meals are of high quality and very nutritious;
- Being more diligent about surveying students regarding their meal preferences—and making a point to implement some of their suggestions, provided they meet nutritional and health standards.

FISCAL IMPACT

The elimination of one position will generate an estimated savings of \$22,450. If the division should decide that it is necessary to eliminate more than one position, then of course the savings would be increased by the amount generated by that staff reduction.

Recommendation	2006-07	2007-08	2008-09	2009-10	2010-11
Eliminate One Food Service Worker Position	\$22,450	\$22,450	\$22,450	\$22,450	\$22,450

**EXHIBIT 9-5
BATH COUNTY PUBLIC SCHOOLS
PEER DIVISIONS
SCHOOL MEAL PRICES
2005-06 SCHOOL YEAR**

DIVISION NAME	ELEMENTARY STUDENT BREAKFAST	MIDDLE STUDENT BREAKFAST	HIGH SCHOOL STUDENT BREAKFAST	ELEMENTARY REDUCED BREAKFAST	MIDDLE REDUCED BREAKFAST	HIGH SCHOOL REDUCED BREAKFAST	ELEMENTARY STUDENT LUNCH	MIDDLE STUDENT LUNCH	HIGH SCHOOL STUDENT LUNCH	ELEMENTARY REDUCED LUNCH	MIDDLE REDUCED LUNCH	HIGH SCHOOL REDUCED LUNCH
Bath County	\$0.60	*	\$0.60	\$0.30	*	\$0.30	\$1.25	*	\$1.50	\$0.40	*	\$0.40
Bland County	\$0.80	*	\$0.80	\$0.30	*	\$0.30	\$1.30	*	\$1.30	\$0.40	*	\$0.40
Craig County	\$0.75	*	\$0.75	\$0.30	*	\$0.30	\$1.25	*	\$1.40	\$0.40	*	\$0.40
Mathews County	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30	\$1.40	\$1.40	\$1.50	\$0.40	\$0.40	\$0.40
Rappahannock County	\$1.00	*	*	\$0.30	*	*	\$1.50	*	\$2.00	\$0.40	*	\$0.40
Richmond County	\$1.00	\$1.00	\$1.00	\$0.30	\$0.30	\$0.30	\$1.60	\$1.75	\$1.75	\$0.40	\$0.40	\$0.40
Surry County	\$0.75	\$0.75	\$0.75	\$0.30	\$0.30	\$0.30	\$1.50	\$1.50	\$1.50	\$0.40	\$0.40	\$0.40
Division Average	\$0.84	\$0.92	\$0.82	\$0.30	\$0.30	\$0.30	\$1.40	\$1.55	\$1.56	\$0.40	\$0.40	\$0.40

Source: VDOE Web site, 2006.

* Indicates combined schools or no program participation

**EXHIBIT 9-6
BATH COUNTY PUBLIC SCHOOLS
BREAKFAST AND LUNCH PRICES FOR REGION 5 DIVISIONS
2005-06 SCHOOL YEAR**

			SBP - School Breakfast Program						NSLP - National School Lunch Program					
REG No.	DIV No.	SCHOOL DIVISION NAME	Elementary		Middle		High School		Elementary		Middle		High School	
			Paid	Red.	Paid	Red.	Paid	Red.	Paid	Red.	Paid	Red.	Paid	Red.
REGION 5														
5	005	Amherst County Public Schools	\$0.85	\$0.30	\$0.85	\$0.30	\$0.85	\$0.30	\$1.50	\$0.40	\$1.70	\$0.40	\$1.70	\$0.40
5	008	Augusta County Public Schools	\$0.50	\$0.30	\$0.75	\$0.30	\$0.75	\$0.30	\$1.50	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
5	009	Bath County Public Schools	\$0.60	\$0.30			\$0.60	\$0.30	\$1.25	\$0.40			\$1.50	\$0.40
5	010	Bedford County Public Schools	\$0.85	\$0.30	\$0.85	\$0.30	\$0.85	\$0.30	\$1.50	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
5	103	Buena Vista City Public Schools	\$0.80	\$0.30	\$0.80	\$0.30	\$0.80	\$0.30	\$1.60	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
5	016	Campbell County Public Schools	\$0.70	\$0.30	\$0.75	\$0.30	\$0.75	\$0.30	\$1.25	\$0.40	\$1.40	\$0.40	\$1.40	\$0.40
5	104	Charlottesville City Public Schools	\$1.00	\$0.30	\$1.00	\$0.30	\$1.00	\$0.30	\$1.50	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
5	032	Fluvanna County Public Schools	\$0.75	\$0.30					\$1.75	\$0.40	\$2.00	\$0.40	\$2.00	\$0.40
5	039	Greene County Public Schools	\$0.90	\$0.30	\$0.90	\$0.30	\$0.90	\$0.30	\$1.60	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
5	113	Harrisonburg City Public Schools	\$0.60	\$0.30	\$0.60	\$0.30	\$0.60	\$0.30	\$1.30	\$0.40	\$1.50	\$0.40	\$1.65	\$0.40
5	045	Highland County Public Schools	\$0.60	\$0.30			\$0.60	\$0.30	\$1.25	\$0.40			\$1.50	\$0.40
5	137	Lexington City Public Schools	\$0.80	\$0.30					\$1.60	\$0.40	\$1.75	\$0.40		
5	054	Louisa County Public Schools	\$1.00	\$0.30	\$1.00	\$0.30	\$1.00	\$0.30	\$1.75	\$0.40	\$2.00	\$0.40	\$2.00	\$0.40
5	115	Lynchburg City Public Schools	\$0.85	\$0.30	\$0.95	\$0.30	\$0.95	\$0.30	\$1.35	\$0.40	\$1.45	\$0.40	\$1.55	\$0.40
5	062	Nelson County Public Schools	\$0.85	\$0.30	\$0.85	\$0.30	\$0.85	\$0.30	\$1.60	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
5	081	Rockbridge County Public Schools	\$0.80	\$0.30	\$0.80	\$0.30	\$0.80	\$0.30	\$1.45	\$0.40	\$1.55	\$0.40	\$1.65	\$0.40
5	082	Rockingham County Public Schools	\$0.75	\$0.30	\$0.75	\$0.30	\$0.75	\$0.30	\$1.50	\$0.40	\$1.50	\$0.40	\$1.75	\$0.40
5	126	Staunton City Public Schools	\$0.50	\$0.30	\$0.80	\$0.30	\$0.80	\$0.30	\$1.50	\$0.40	\$1.65	\$0.40	\$1.75	\$0.40
5	130	Waynesboro City Public Schools	\$1.00	\$0.30	\$1.00	\$0.30	\$1.00	\$0.30	\$1.50	\$0.40	\$1.75	\$0.40	\$1.75	\$0.40
19 NO. of SCHOOL DIV's			19	19	15	15	17	17	19	19	17	17	18	18
REGION AVERAGE MEAL PRICE - \$			\$0.77	\$0.30	\$0.84	\$0.30	\$0.81	\$0.30	\$1.49	\$0.40	\$1.69	\$0.40	\$1.71	\$0.40
MINIMUM PRICE - \$			\$0.50	\$0.30	\$0.60	\$0.30	\$0.60	\$0.30	\$1.25	\$0.40	\$1.40	\$0.40	\$1.40	\$0.40
MAXIMUM PRICE - \$			\$1.00	\$0.30	\$1.00	\$0.30	\$1.00	\$0.30	\$1.75	\$0.40	\$2.00	\$0.40	\$2.00	\$0.40

Source: VDOE Web site, 2006.

FINDING

During the cafeteria workers focus group, members of the high school staff reported that they do not know how many students are going to be coming to lunch and as a result, they sometimes run out of food. This is not a problem in the elementary schools because by 9:15 each morning the cafeteria managers have been informed of the number of students they should expect for lunch. Teachers collect that information and make it available to the office who forwards it to the cafeteria manager.

RECOMMENDATION

Recommendation 9-3:

Develop a process for informing the cafeteria manager of the number of students that will be coming to lunch.

Implementing this recommendation will help to improve efficiency in the high school cafeteria and it will avoid a situation where more food is prepared than is needed.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

10.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

10.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on the analyses of data obtained from interviews, surveys, community input, state and division documents, and first-hand observations in Bath County Public Schools (BCPS), the MGT team developed 24 commendations and 79 recommendations in this report. Nineteen (19) recommendations have fiscal implications.

As shown below in Exhibit 10-1 and in detail in Exhibit 10-2, full implementation of the recommendations in this report would generate a savings of more than \$3.2 million over five years and a total net savings in excess of \$2.3 million after total savings (costs) and one-time savings (costs) are included. Exhibits 10-3 and 10-4 break down the savings (costs) by operating and capital expenses, respectively.

Exhibit 10-1 shows the total costs and savings for all recommendations.

**EXHIBIT 10-1
SUMMARY OF ANNUAL SAVINGS (COSTS)**

CATEGORY	YEARS					TOTAL FIVE-YEAR SAVINGS (COSTS)
	2006-07	2007-08	2008-09	2009-10	2010-11	
TOTAL SAVINGS	\$640,610	\$649,110	\$649,110	\$649,110	\$649,110	\$3,237,050
TOTAL (COSTS)	(\$194,562)	(\$178,462)	(\$176,470)	(\$176,470)	(\$176,470)	(\$902,434)
TOTAL NET SAVINGS (COSTS)	\$446,048	\$470,648	\$472,640	\$472,640	\$472,640	\$2,334,616
TOTAL ONE-TIME SAVINGS (COSTS)						(\$27,785)
TOTAL FIVE-YEAR SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)						\$2,306,831

Exhibit 10-2 provides a chapter-by-chapter summary for all costs and savings.

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency of Bath County Public Schools are found in Chapters 2 through 9.

MGT recommends that BCPS give each of these recommendations serious consideration and develop a plan to proceed with implementation and a system to monitor subsequent progress.

EXHIBIT 10-2
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
2-5	Purchase One Four-Drawer, Fire-Rated Lockable Storage File Cabinet and One Small, Lockable Fire-Rated Safe-Box (p. 2-12)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,370)
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$1,370)
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-1	Employ a Coordinator of Personnel (p. 3-4)	\$0	(\$50,800)	(\$50,800)	(\$50,800)	(\$50,800)	(\$203,200)	\$0
3-6	Provide a Monetary Incentive to Newly Hired Teachers (p. 3-14)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$50,000)	\$0
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		(\$10,000)	(\$60,800)	(\$60,800)	(\$60,800)	(\$60,800)	(\$253,200)	\$0
CHAPTER 4: FINANCIAL MANAGEMENT, BUDGET, AND PURCHASING								
4-3	Transfer Excess Funds to the Division's General Fund and Establish Telephone Use Policies and Access Security Codes (p.4-12)	\$800	\$800	\$800	\$800	\$800	\$4,000	\$4,315
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		\$800	\$800	\$800	\$800	\$800	\$4,000	\$4,315
CHAPTER 5: EDUCATIONAL SERVICE DELIVERY								
5-1	Eliminate Eight Teaching Positions (p.5-5)	\$396,240	\$396,240	\$396,240	\$396,240	\$396,240	\$1,981,200	\$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)		\$396,240	\$396,240	\$396,240	\$396,240	\$396,240	\$1,981,200	\$0
CHAPTER 6: FACILITIES USE AND MANAGEMENT								
6-2	Conduct Facility Assessments of the Elementary Schools (p. 6-4)	\$0	\$0	\$0	\$0	\$0	\$0	(\$12,000)
6-3	Coordinate Maintenance Contracts with the County (p. 6-5)	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000	\$45,000	\$0
6-4	Establish a Cleaning Supplies Budget (p. 6-7)	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$30,000	\$0
6-5	Implement an Energy Management Program (p. 6-8)	\$9,500	\$19,000	\$19,000	\$19,000	\$19,000	\$85,500	\$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		\$24,500	\$34,000	\$34,000	\$34,000	\$34,000	\$160,500	(\$12,000)

EXHIBIT 10-2 (Continued)
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 7: TRANSPORTATION								
7-2	Experiment with a 48-hour Training Recruiting/ Retention Incentive Program for Four Substitute Driver Trainees with the Objective of Retaining Two Reliable Substitute Drivers and Retain Two Reliable Substitute Drivers and Free Key Transportation Personnel From Substitute Driver Duties (p. 7-14)	(\$19,992)	(\$19,992)	(\$18,000)	(\$18,000)	(\$18,000)	(\$93,984)	\$0
7-6	Design and Budget for Two Four-hour In-service Training Events for 20 Employees (p. 7-19)	(\$1,660)	(\$1,660)	(\$1,660)	(\$1,660)	(\$1,660)	(\$8,300)	\$0
7-9	Sell Two Excess Buses, Capture Budgeted Annual Bus Replacement Costs, Eliminate Two Bus Driver Positions, Purchase and Maintain Bus Routing Software (p. 7-25)	\$175,370	\$174,370	\$174,370	\$174,370	\$174,370	\$872,850	(\$26,000)
7-11	Hire a Full-Time Administrative and Parts Control Position to Manage Parts Inventory and Maintenance Records as Part of a Vehicle Management Information System (VMIS) (p. 7-29)	(\$26,670)	(\$26,670)	(\$26,670)	(\$26,670)	(\$26,670)	(\$133,350)	\$0
7-13	Sell Five Excess Buses and Capture Five-year Budgeted Maintenance and Operational Costs for Five Vehicles (p. 7-35)	\$21,250	\$21,250	\$21,250	\$21,250	\$21,250	\$106,250	\$10,000
7-14	Establish a 12-year Bus Replacement Cycle (p. 7-37)	(\$136,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$408,000)	\$0
7-15	Provide ASE Certification for Mechanics (p. 7-39)	(\$240)	(\$240)	(\$240)	(\$240)	(\$240)	(\$1,200)	\$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$12,058	\$79,058	\$81,050	\$81,050	\$81,050	\$334,266	(\$16,000)
CHAPTER 8: TECHNOLOGY MANAGEMENT AND USE								
8-2	Acquire and Maintain a Software Product to Facilitate Reporting of Student Progress Information (P. 8-15)	\$0	(\$1,100)	(\$1,100)	(\$1,100)	(\$1,100)	(\$4,400)	(\$2,730)
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$0	(\$1,100)	(\$1,100)	(\$1,100)	(\$1,100)	(\$4,400)	(\$2,730)

EXHIBIT 10-2 (Continued)
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 9: FOOD SERVICES								
9-7*	Eliminate One Food Service Worker Position (p. 9-8)	\$22,450	\$22,450	\$22,450	\$22,450	\$22,450	\$112,250	\$0
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		\$22,450	\$22,450	\$22,450	\$22,450	\$22,450	\$112,250	\$0
TOTAL SAVINGS		\$640,610	\$649,110	\$649,110	\$649,110	\$649,110	\$3,237,050	\$14,315
TOTAL (COSTS)		(\$194,562)	(\$178,462)	(\$176,470)	(\$176,470)	(\$176,470)	(\$902,434)	(\$42,100)
TOTAL NET SAVINGS (COSTS)		\$446,048	\$470,648	\$472,640	\$472,640	\$472,640	\$2,334,616	(\$27,785)
TOTAL ONE-TIME SAVINGS (COSTS)							(\$27,785)	
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$2,306,831	

* Reserve Fund for Food Service.

EXHIBIT 10-3
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 3: PERSONNEL AND HUMAN RESOURCES								
3-1	Employ a Coordinator of Personnel (p. 3-4)	\$0	(\$50,800)	(\$50,800)	(\$50,800)	(\$50,800)	(\$203,200)	\$0
3-6	Provide a Monetary Incentive to Newly Hired Teachers (p. 3-14)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$10,000)	(\$50,000)	\$0
CHAPTER 3 SUBTOTAL SAVINGS (COSTS)		(\$10,000)	(\$60,800)	(\$60,800)	(\$60,800)	(\$60,800)	(\$253,200)	\$0
CHAPTER 4: FINANCIAL MANAGEMENT, BUDGET, AND PURCHASING								
4-3	Transfer Excess Funds to the Division's General Fund (p. 4-12)	\$800	\$800	\$800	\$800	\$800	\$4,000	\$4,315
CHAPTER 4 SUBTOTAL SAVINGS (COSTS)		\$800	\$800	\$800	\$800	\$800	\$4,000	\$4,315
CHAPTER 5: EDUCATIONAL SERVICE DELIVERY								
5-1	Eliminate Eight Teaching Positions (p.5-5)	\$396,240	\$396,240	\$396,240	\$396,240	\$396,240	\$1,981,200	\$0
CHAPTER 5 SUBTOTAL SAVINGS (COSTS)		\$396,240	\$396,240	\$396,240	\$396,240	\$396,240	\$1,981,200	\$0
CHAPTER 6: FACILITIES USE AND MANAGEMENT								
6-2	Conduct Facility Assessments of the Elementary Schools (p. 6-4)	\$0	\$0	\$0	\$0	\$0	\$0	(\$12,000)
6-3	Coordinate Maintenance Contracts with the County p. 6-5)	\$9,000	\$9,000	\$9,000	\$9,000	\$9,000	\$45,000	\$0
6-4	Establish a Cleaning Supplies Budget (p. 6-7)	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000	\$30,000	\$0
6-5	Implement an Energy Management Program (p. 6-8)	\$9,500	\$19,000	\$19,000	\$19,000	\$19,000	\$85,500	\$0
CHAPTER 6 SUBTOTAL SAVINGS (COSTS)		\$24,500	\$34,000	\$34,000	\$34,000	\$34,000	\$160,500	(\$12,000)

EXHIBIT 10-3 (Continued)
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 7: TRANSPORTATION								
7-2	Experiment with a 48-hour Training Recruiting/ Retention Incentive Program for Four Substitute Driver Trainees with the Objective of Retaining Two Reliable Substitute Drivers and Retain Two Reliable Substitute Drivers and Free Key Transportation Personnel From Substitute Driver Duties (p. 7-14)	(\$19,992)	(\$19,992)	(\$18,000)	(\$18,000)	(\$18,000)	(\$93,984)	\$0
7-6	Design and Budget for Two Four-hour In-service Training Events for 20 Employees (p. 7-19)	(\$1,660)	(\$1,660)	(\$1,660)	(\$1,660)	(\$1,660)	(\$8,300)	\$0
7-9	Sell Two Excess Buses, Capture Budgeted Annual Bus Replacement Costs, Eliminate Two Bus Driver Positions, Purchase and Maintain Bus Routing Software (p. 7-25)	\$39,370	\$38,370	\$38,370	\$38,370	\$38,370	\$192,850	\$0
7-11	Hire a Full-Time Administrative and Parts Control Position to Manage Parts Inventory and Maintenance Records as Part of a Vehicle Management Information System (VMIS) (p. 7-29)	(\$26,670)	(\$26,670)	(\$26,670)	(\$26,670)	(\$26,670)	(\$133,350)	\$0
7-13	Sell Five Excess Buses and Capture Five-year Budgeted Maintenance and Operational Costs for Five Vehicles (p. 7-35)	\$21,250	\$21,250	\$21,250	\$21,250	\$21,250	\$106,250	\$0
7-15	Provide ASE Certification for Mechanics (p. 7-39)	(\$240)	(\$240)	(\$240)	(\$240)	(\$240)	(\$1,200)	\$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$12,058	\$11,058	\$13,050	\$13,050	\$13,050	\$62,266	\$0

EXHIBIT 10-3 (Continued)
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF OPERATING FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 8: TECHNOLOGY MANAGEMENT AND USE								
8-2	Maintain a Software Product to Facilitate Reporting of Student Progress Information (p. 8-15)	\$0	(\$1,100)	(\$1,100)	(\$1,100)	(\$1,100)	(\$4,400)	\$0
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$0	(\$1,100)	(\$1,100)	(\$1,100)	(\$1,100)	(\$4,400)	\$0
CHAPTER 9: FOOD SERVICES								
9-7*	Eliminate One Food Service Worker Position (p. 9-8)	\$22,450	\$22,450	\$22,450	\$22,450	\$22,450	\$112,250	\$0
CHAPTER 9 SUBTOTAL SAVINGS (COSTS)		\$22,450	\$22,450	\$22,450	\$22,450	\$22,450	\$112,250	\$0
TOTAL SAVINGS		\$504,610	\$513,110	\$513,110	\$513,110	\$513,110	\$2,557,050	\$4,315
TOTAL (COSTS)		(\$58,562)	(\$110,462)	(\$108,470)	(\$108,470)	(\$108,470)	(\$494,434)	(\$12,000)
TOTAL NET SAVINGS (COSTS)		\$446,048	\$402,648	\$404,640	\$404,640	\$404,640	\$2,062,616	(\$7,685)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$2,054,931	

* Reserve Fund for Food Service.

EXHIBIT 10-4
BATH COUNTY PUBLIC SCHOOLS
CHAPTER-BY-CHAPTER SUMMARY OF CAPITAL FUND SAVINGS (COSTS)

CHAPTER REFERENCE		ANNUAL SAVINGS (COSTS)					TOTAL FIVE-YEAR SAVINGS (COSTS)	ONE-TIME SAVINGS (COSTS)
		2006-07	2007-08	2008-09	2009-10	2010-11		
CHAPTER 2: DIVISION ADMINISTRATION								
2-5	Purchase One Four-Drawer, Fire-Rated Lockable Storage File Cabinet and One Small, Lockable Fire-Rated Safe-Box (p. 2-12)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,370)
CHAPTER 2 SUBTOTAL SAVINGS (COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$1,370)
CHAPTER 7: TRANSPORTATION								
7-9	Sell Two Excess Buses, Capture Budgeted Annual Bus Replacement Costs, and Purchase Bus Routing Software (p. 7-25)	\$136,000	\$136,000	\$136,000	\$136,000	\$136,000	\$680,000	(\$26,000)
7-13	Sell Five Excess Buses (p. 7-35)	\$0	\$0	\$0	\$0	\$0	\$0	\$10,000
7-14	Establish a 12-year Bus Replacement Cycle (p. 7-37)	(\$136,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$408,000)	\$0
CHAPTER 7 SUBTOTAL SAVINGS (COSTS)		\$0	\$68,000	\$68,000	\$68,000	\$68,000	\$272,000	(\$16,000)
CHAPTER 8: TECHNOLOGY MANAGEMENT AND USE								
8-2	Acquire a Software Product to Facilitate Reporting of Student Progress Information (P. 8-15)	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,730)
CHAPTER 8 SUBTOTAL SAVINGS (COSTS)		\$0	\$0	\$0	\$0	\$0	\$0	(\$2,730)
TOTAL SAVINGS		\$136,000	\$136,000	\$136,000	\$136,000	\$136,000	\$680,000	\$10,000
TOTAL (COSTS)		(\$136,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$68,000)	(\$408,000)	(\$30,100)
TOTAL NET SAVINGS (COSTS)		\$0	\$68,000	\$68,000	\$68,000	\$68,000	\$272,000	(\$20,100)
TOTAL FIVE-YEAR NET SAVINGS (COSTS) INCLUDING ONE-TIME SAVINGS (COSTS)							\$251,900	

APPENDIX A:
SURVEY RESULTS

APPENDIX A

APPENDIX A-1 COMPARISON SURVEY RESPONSES WITHIN BATH COUNTY PUBLIC SCHOOLS

PART A OF SURVEY	ADMINISTRATOR/ PRINCIPAL RESPONSES (%)	TEACHER RESPONSES (%)
1. Overall quality of public education in the Bath County Public Schools is: Good or Excellent Fair or Poor	 75 25	 78 22
2. Overall quality of education in the Bath County Public Schools is: Improving Staying the Same Getting Worse Don't Know	 38 63 0 0	 47 19 25 8
3. Grade given to the Bath County Public Schools teachers: Above Average (A or B) Below Average (D or F)	 88 0	 74 2
4. Grade given to the Bath County Public Schools school level administrators: Above Average (A or B) Below Average (D or F)	 88 13	 54 18
5. Grade given to the Bath County Public Schools central office administrators: Above Average (A or B) Below Average (D or F)	 88 0	 41 27

**APPENDIX A-2
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART B	(%A + SA) / (%D + SD) ¹	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. The emphasis on learning in this school division has increased in recent years.	88/0	65/15
2. Our schools are safe and secure from crime.	100/0	83/5
3. Our schools effectively handle misbehavior problems.	76/13	34/48
4. Our schools have sufficient space and facilities to support the instructional programs.	38/38	39/51
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	88/0	64/17
6. Our schools can be described as "good places to learn."	100/0	86/8
7. There is administrative support for controlling student behavior in our schools.	75/0	45/34
8. Most students in our schools are motivated to learn.	75/0	49/32
9. Lessons are organized to meet students' needs.	63/0	78/8
10. The curriculum is broad and challenging for most students.	63/0	66/10
11. There is little a teacher can do to overcome education problems due to a student's home life.	13/63	20/60
12. Teachers in our schools know the material they teach.	88/0	87/3
13. Teachers in our schools care about students' needs.	63/0	85/5
14. Teachers expect students to do their very best.	76/0	81/9
15. The school division provides adequate technology-related staff development.	76/0	69/18
16. Principals and assistant principals in our schools care about students' needs.	88/0	86/5
17. In general, parents take responsibility for their children's behavior in our schools.	38/26	27/55
18. Parents in this school division are satisfied with the education their children are receiving.	63/0	49/14
19. Most parents seem to know what goes on in our schools.	50/13	34/33
20. Parents play an active role in decision-making in our schools.	75/0	27/39
21. This community really cares about its children's education.	75/13	47/22
22. The food services department encourages student participation through customer satisfaction surveys.	26/50	12/51
23. The school division requests input on the long range technology plan.	75/13	37/28
24. Funds are managed wisely to support education in this school division.	76/0	27/39
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	63/13	57/25
26. School-based personnel play an important role in making decisions that affect schools in this school division.	76/13	22/51
27. The school division provides adequate technical support.	63/13	56/20
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	13/63	2/87
29. The food services department provides nutritious and appealing meals and snacks.	63/13	30/49

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-3
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART C	(%G + E) / (%F + P) ¹	
	ADMINISTRATORS PRINCIPALS	TEACHERS
1. Board of Education members' knowledge of the educational needs of students in Bath County Public Schools.	63/38	24/65
2. Board of Education members' knowledge of operations in Bath County Public Schools.	76/26	32/58
3. Board of Education members' work at setting or revising policies for Bath County Public Schools.	50/50	36/54
4. The School District Superintendent's work as the educational leader of Bath County Public Schools.	88/13	34/65
5. The School District Superintendent's work as the chief administrator (manager) of Bath County Public Schools.	100/0	49/49
6. Principals' work as the instructional leaders of their schools.	88/0	69/30
7. Principals' work as the managers of the staff and teachers.	88/0	61/36
8. Teachers' work in meeting students' individual learning needs.	50/38	77/23
9. Teachers' work in communicating with parents.	63/38	64/34
10. Teachers' attitudes about their jobs.	75/26	44/54
11. Students' ability to learn.	76/13	71/29
12. The amount of time students spend on task learning in the classroom.	51/25	64/34
13. Parents' efforts in helping their children to do better in school.	50/25	20/78
14. Parents' participation in school activities and organizations.	25/76	17/84
15. How well students' test results are explained to parents.	63/25	30/55
16. The cleanliness and maintenance of facilities in Bath County Public Schools.	75/26	61/39
17. How well relations are maintained with various groups in the community.	88/0	39/53
18. Staff development opportunities provided by Bath County Public Schools for teachers.	76/13	47/53
19. Staff development opportunities provided by Bath County Public Schools for school administrators.	75/25	19/19
20. The school district's job of providing adequate instructional technology.	88/0	58/40
21. The school district's use of technology for administrative purposes.	75/13	45/20

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**APPENDIX A-4
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. I find Bath County Public Schools to be an exciting, challenging place to work.	88/0	63/9
2. The work standards and expectations in Bath County Public Schools are equal to or above those of most other school districts.	50/0	49/12
3. Bath County Public Schools officials enforce high work standards.	75/0	47/22
4. Most Bath County Public Schools teachers enforce high student learning standards.	75/0	73/9
5. Bath County Public Schools teachers and administrators have excellent working relationships.	88/0	37/42
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	38/0	12/44
7. <u>Staff</u> who do not meet expected work standards are disciplined.	38/0	12/35
8. I feel that I have the authority to adequately perform my job responsibilities.	76/25	90/3
9. I have adequate facilities in which to conduct my work.	76/26	82/11
10. I have adequate equipment and computer support to conduct my work.	88/0	70/20
11. The workloads are equitably distributed among teachers and among staff members.	63/13	30/41
12. No one knows or cares about the amount or quality of work that I perform.	13/50	30/46
13. Workload is evenly distributed.	38/13	32/35
14. If there were an emergency in the schools, I would know how to respond appropriately.	100/0	91/5
15. I often observe other teachers and/or staff socializing rather than working while on the job.	25/38	30/43

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-5
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD) ¹	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. I am very satisfied with my job in Bath County Public Schools.	88/0	68/3
2. I plan to continue my career in Bath County Public Schools.	75/13	62/9
3. I am actively looking for a job outside of Bath County Public Schools.	25/63	10/63
4. Salary levels in Bath County Public Schools are competitive.	13/38	12/73
5. I feel that my work is appreciated by my supervisor(s).	75/13	43/31
6. I feel that I am an integral part of Bath County Public Schools team.	75/13	56/19
7. I feel that there is no future for me in Bath County Public Schools.	25/50	8/61
8. My salary level is adequate for my level of work and experience.	38/50	12/66

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-6
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
1. Most administrative practices in Bath County Public Schools are highly effective and efficient.	75/0	40/44
2. Administrative decisions are made promptly and decisively.	75/0	28/43
3. Bath County Public Schools administrators are easily accessible and open to input.	100/0	50/35
4. Authority for administrative decisions is delegated to the lowest possible level.	63/13	12/26
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	88/0	60/17
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	26/63	32/25
7. The extensive committee structure in Bath County Public Schools ensures adequate input from teachers and staff on most important decisions.	63/0	32/51
8. Bath County Public Schools has too many committees.	25/50	32/32
9. Bath County Public Schools has too many layers of administrators.	13/63	14/51
10. Most of Bath County Public Schools administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	88/0	56/24
11. Central office administrators are responsive to school needs.	88/0	37/27
12. Central office administrators provide quality service to schools.	100/0	40/26

¹Percent responding Agree or Strongly Agree/Percent responding Disagree or Strongly Disagree. The neutral and don't know responses are omitted.

**APPENDIX A-7
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ¹ + OUTSTANDING	
	ADMINISTRATORS/ PRINCIPALS	TEACHERS
a. Budgeting	50/51	82/8
b. Strategic planning	63/38	56/24
c. Curriculum planning	76/13	44/51
d. Financial management and accounting	13/76	39/34
e. Community relations	38/63	47/34
f. Program evaluation, research, and assessment	51/38	47/33
g. Instructional technology	25/76	39/54
h. Pupil accounting	13/63	39/38
i. Instructional coordination/supervision	38/50	39/51
j. Instructional support	38/50	43/51
k. Federal Programs (e.g., Title I, Special Education) coordination	51/50	54/34
l. Personnel recruitment	26/75	44/24
m. Personnel selection	50/50	52/22
n. Personnel evaluation	51/51	43/47
o. Staff development	38/63	44/49
p. Data processing	13/50	26/34
q. Purchasing	25/63	33/37
r. Plant maintenance	88/13	36/36
s. Facilities planning	63/38	34/31
t. Transportation	50/51	20/44
u. Food service	50/50	46/40
v. Custodial services	50/50	44/51
w. Risk management	13/63	32/24
x. Administrative technology	13/76	29/36
y. Grants administration	38/38	33/15

¹Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*. The *should be eliminated* and *don't know* responses are omitted.

**APPENDIX A-8
COMPARISON SURVEY RESPONSES
WITHIN BATH COUNTY PUBLIC SCHOOLS**

PART H: OPERATIONS	ADMINISTRATORS/ PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of Bath County Public Schools is:		
Highly efficient	0	5
Above average in efficiency	63	25
Average in efficiency	38	54
Less efficient than most other school districts	0	8
Don't know	0	7
2. The operational efficiency of Bath County Public Schools could be improved by:		
Outsourcing some support services	25	17
Offering more programs	38	39
Offering fewer programs	0	5
Increasing the number of administrators	13	22
Reducing the number of administrators	13	14
Increasing the number of teachers	0	53
Reducing the number of teachers	25	0
Increasing the number of support staff	13	58
Reducing the number of support staff	0	2
Increasing the number of facilities	25	36
Reducing the number of facilities	0	3
Rezoning schools	13	2
Other	13	3

*Percentages may add up to over 100 percent due to rounding.

**APPENDIX A-9
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART A OF SURVEY	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS (%)	OTHER SCHOOL DISTRICT ADMINISTRATORS (%)
1. Overall quality of public education in the school district is: Good or Excellent Fair or Poor	 75 25	 87 12
2. Overall quality of education in the school district is: Improving Staying the Same Getting Worse Don't Know	 38 63 0 0	 72 19 7 2
3. Grade given to teachers: Above Average (A or B) Below Average (D or F)	 88 0	 84 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	 88 13	 85 2
5. Grade given to school district administrators: Above Average (A or B) Below Average (D or F)	 88 0	 70 8

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

APPENDIX A-10
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD) ²	
	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. The emphasis on learning in this school division has increased in recent years.	88/0	86/6
2. Our schools are safe and secure from crime.	100/0	71/13
3. Our schools effectively handle misbehavior problems.	76/13	68/18
4. Our schools have sufficient space and facilities to support the instructional programs.	38/38	30/59
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	88/0	70/18
6. Our schools can be described as "good places to learn."	100/0	89/3
7. There is administrative support for controlling student behavior in our schools.	75/0	83/8
8. Most students in our schools are motivated to learn.	75/0	73/13
9. Lessons are organized to meet students' needs.	63/0	72/10
10. The curriculum is broad and challenging for most students.	63/0	74/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	13/63	16/71
12. Teachers in our schools know the material they teach.	88/0	83/4
13. Teachers in our schools care about students' needs.	63/0	89/3
14. Teachers expect students to do their very best.	76/0	83/6
15. The school division provides adequate technology-related staff development.	76/0	n/a
16. Principals and assistant principals in our schools care about students' needs.	88/0	93/2
17. In general, parents take responsibility for their children's behavior in our schools.	38/26	52/30
18. Parents in this school division are satisfied with the education their children are receiving.	63/0	66/11
19. Most parents seem to know what goes on in our schools.	50/13	40/39
20. Parents play an active role in decision-making in our schools.	75/0	47/23
21. This community really cares about its children's education.	75/13	72/12
22. The food services department encourages student participation through customer satisfaction surveys.	26/50	n/a
23. The school division requests input on the long range technology plan.	75/13	n/a
24. Funds are managed wisely to support education in this school division.	76/0	68/17
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	63/13	57/33
26. School-based personnel play an important role in making decisions that affect schools in this school division.	76/13	n/a
27. The school division provides adequate technical support.	63/13	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	13/63	n/a
29. The food services department provides nutritious and appealing meals and snacks.	63/13	n/a

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

² Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*.

**APPENDIX A-11
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART C	(% G+ E) / (% F + P) ²	
	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. Board of Education members' knowledge of the educational needs of students in the school district.	63/38	37/59
2. Board of Education members' knowledge of operations in Bath County Public Schools.	76/26	37/59
3. Board of Education members' work at setting or revising policies for the school district.	50/50	45/50
4. The school district Superintendent's work as the educational leader of the school district.	88/13	71/26
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	100/0	73/26
6. Principals' work as the instructional leaders of their schools.	88/0	82/15
7. Principals' work as the managers of the staff and teachers.	88/0	86/11
8. Teachers' work in meeting students' individual learning needs.	50/38	73/23
9. Teachers' work in communicating with parents.	63/38	60/35
10. Teachers' attitudes about their jobs.	75/26	58/39
11. Students' ability to learn.	76/13	80/16
12. The amount of time students spend on task learning in the classroom.	51/25	66/25
13. Parents' efforts in helping their children to do better in school.	50/25	34/59
14. Parents' participation in school activities and organizations.	25/76	31/63
15. How well students' test results are explained to parents.	63/25	44/48
16. The cleanliness and maintenance of facilities in the school district.	75/26	64/35
17. How well relations are maintained with various groups in the community.	88/0	59/37
18. Staff development opportunities provided by the school district for teachers.	76/13	64/33
19. Staff development opportunities provided by the school district for school administrators.	75/25	57/40
20. The school district's job of providing adequate instructional technology.	88/0	49/49
21. The school district's use of technology for administrative purposes.	75/13	51/47

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

² Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

**APPENDIX A-12
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ²	
	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. I find the school district to be an exciting, challenging place to work.	88/0	84/6
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	50/0	79/8
3. School district officials enforce high work standards.	75/0	75/11
4. Most school district teachers enforce high student learning standards.	75/0	74/7
5. School district teachers and administrators have excellent working relationships.	88/0	64/14
6. Teachers who do not meet expected work standards are disciplined.	38/0	33/36
7. Staff who do not meet expected work standards are disciplined.	38/0	45/30
8. I feel that I have the authority to adequately perform my job responsibilities.	76/25	80/13
9. I have adequate facilities in which to do my work.	76/26	71/22
10. I have adequate equipment and computer support to do my work.	88/0	66/26
11. The workloads are equitably distributed among teachers and among staff members.	63/13	50/25
12. No one knows or cares about the amount or quality of work that I perform.	13/50	19/67
13. Workload is evenly distributed.	38/13	39/40
14. If there were an emergency in the schools, I would know how to respond appropriately.	101/0	N/A
15. I often observe other teachers and/or staff socializing rather than working while on the job.	25/38	15/67

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

**APPENDIX A-13
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ²	
	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. I am very satisfied with my job in the school district.	88/0	80/10
2. I plan to continue my career in the school district.	75/13	82/5
3. I am actively looking for a job outside of the school district.	25/63	9/78
4. Salary levels in the school district are competitive (with other school districts).	13/38	41/46
5. I feel that my work is appreciated by my supervisor(s).	75/13	70/16
6. I feel that I am an integral part of the school district.	75/13	72/13
7. I feel that there is no future for me in the school district.	25/50	9/79
8. My salary level is adequate for my level of work and experience.	38/50	34/56

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

APPENDIX A-14
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ²	
	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
1. Most administrative practices in the school district are highly effective and efficient.	75/0	62/20
2. Administrative decisions are made promptly and decisively.	75/0	50/30
3. School district administrators are easily accessible and open to input.	100/0	70/16
4. Authority for administrative decisions is delegated to the lowest possible level.	63/13	36/39
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	88/0	69/13
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	26/63	40/37
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	63/0	58/20
8. The school district has too many committees.	25/50	37/33
9. The school district has too many layers of administrators.	13/63	19/64
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	88/0	59/24
11. Central office administrators are responsive to school needs.	88/0	69/15
12. Central office administrators provide quality service to schools.	100/0	70/13

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

APPENDIX A-15
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS¹ AND
ADMINISTRATORS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	/	% ADEQUATE + OUTSTANDING ²
	BATH COUNTY PUBLIC SCHOOLS ADMINISTRATORS		OTHER SCHOOL DISTRICTS ADMINISTRATORS
a. Budgeting	50/51		45/51
b. Strategic planning	63/38		46/43
c. Curriculum planning	76/13		43/50
d. Financial management and accounting	13/76		36/58
e. Community relations	38/63		43/52
f. Program evaluation, research, and assessment	51/38		41/51
g. Instructional technology	25/76		56/39
h. Pupil accounting	13/63		28/58
i. Instructional coordination/supervision	38/50		36/55
j. Instructional support	38/50		40/51
k. Federal Programs (e.g., Title I, Special Education) coordination	51/50		32/52
l. Personnel recruitment	26/75		44/46
m. Personnel selection	50/50		40/53
n. Personnel evaluation	51/51		46/50
o. Staff development	38/63		44/53
p. Data processing	13/50		39/49
q. Purchasing	25/63		34/58
r. Plant maintenance	88/13		50/47
s. Facilities planning	63/38		47/46
t. Transportation	50/51		33/60
u. Food service	50/50		29/66
v. Custodial services	50/50		42/54
w. Risk management	13/63		26/58
x. Administrative technology	13/76		49/47
y. Grants administration	38/38		n/a

¹ For comparison purposes, administrators and principals in other school districts were combined in order to benchmark against a similar grouping in Bath County Public Schools.

² Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

**APPENDIX A-16
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART A OF SURVEY	BATH COUNTY PUBLIC SCHOOLS (%)	OTHER SCHOOL DISTRICTS (%)
1. Overall quality of public education in the school district is: Good or Excellent Fair or Poor	 78 22	 74 25
2. Overall quality of education in the school district is: Improving Staying the Same Getting Worse Don't Know	 47 19 25 8	 53 27 16 4
3. Grade given to teachers: Above Average (A or B) Below Average (D or F)	 74 2	 83 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	 54 18	 59 11
5. Grade given to school district administrators: Above Average (A or B) Below Average (D or F)	 41 27	 38 21

APPENDIX A-17
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART B	(% A + SA) / (% D + SD) ¹	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. The emphasis on learning in this school division has increased in recent years.	65/15	71/13
2. Our schools are safe and secure from crime.	83/5	53/28
3. Our schools effectively handle misbehavior problems.	34/48	37/48
4. Our schools have sufficient space and facilities to support the instructional programs.	39/51	28/62
5. Our schools have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	64/17	54/31
6. Our schools can be described as "good places to learn."	86/8	74/11
7. There is administrative support for controlling student behavior in our schools.	45/34	55/29
8. Most students in our schools are motivated to learn.	49/32	55/29
9. Lessons are organized to meet students' needs.	78/8	79/9
10. The curriculum is broad and challenging for most students.	66/10	77/11
11. There is little a teacher can do to overcome education problems due to a student's home life.	20/60	35/46
12. Teachers in our schools know the material they teach.	87/3	88/4
13. Teachers in our schools care about students' needs.	85/5	91/3
14. Teachers expect students to do their very best.	81/9	88/4
15. The school division provides adequate technology-related staff development.	69/18	n/a
16. Principals and assistant principals in our schools care about students' needs.	86/5	83/7
17. In general, parents take responsibility for their children's behavior in our schools.	27/55	27/53
18. Parents in this school division are satisfied with the education their children are receiving.	49/14	53/14
19. Most parents seem to know what goes on in our schools.	34/33	29/50
20. Parents play an active role in decision-making in our schools.	27/39	36/38
21. This community really cares about its children's education.	47/22	49/27
22. The food services department encourages student participation through customer satisfaction surveys.	12/51	n/a
23. The school division requests input on the long range technology plan.	37/28	n/a
24. Funds are managed wisely to support education in this school division.	27/39	28/46
25. Sufficient student services are provided in this school division (e.g., counseling, speech therapy, health).	57/25	53/34
26. School-based personnel play an important role in making decisions that affect schools in this school division.	22/51	35/33
27. The school division provides adequate technical support.	56/20	n/a
28. Students are often late arriving to and/or departing from school because the buses do not arrive to school on time.	2/87	17/60
29. The food services department provides nutritious and appealing meals and snacks.	30/49	43/34

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-18
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART C	(%G+ E) / (%F + P) ¹	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Board of Education members' knowledge of the educational needs of students in the school district.	24/65	24/64
2. Board of Education members' knowledge of operations in the school district.	32/58	29/55
3. Board of Education members' work at setting or revising policies for the school district.	36/54	27/58
4. The school district Superintendent's work as the educational leader of the school district.	34/65	49/40
5. The school district Superintendent's work as the chief administrator (manager) of the school district.	49/49	50/38
6. Principals' work as the instructional leaders of their schools.	69/30	63/36
7. Principals' work as the managers of the staff and teachers.	61/36	67/32
8. Teachers' work in meeting students' individual learning needs.	77/23	79/20
9. Teachers' work in communicating with parents.	64/34	75/24
10. Teachers' attitudes about their jobs.	44/54	50/49
11. Students' ability to learn.	71/29	64/35
12. The amount of time students spend on task learning in the classroom.	64/34	60/37
13. Parents' efforts in helping their children to do better in school.	20/78	21/76
14. Parents' participation in school activities and organizations.	17/84	23/75
15. How well students' test results are explained to parents.	30/55	38/52
16. The cleanliness and maintenance of facilities in the school district.	61/39	52/47
17. How well relations are maintained with various groups in the community.	39/53	43/44
18. Staff development opportunities provided by the school district for teachers.	47/53	61/38
19. Staff development opportunities provided by the school district for school administrators.	19/19	32/22
20. The school district's job of providing adequate instructional technology.	58/40	47/51
21. The school district's use of technology for administrative purposes.	45/20	45/31

¹ Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*. The *don't know* responses are omitted.

**APPENDIX A-19
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ¹	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. I find the school district to be an exciting, challenging place to work.	63/9	69/12
2. The work standards and expectations in the school district are equal to or above those of most other school districts.	49/12	63/14
3. School district officials enforce high work standards.	47/22	63/15
4. Most school district teachers enforce high student learning standards.	73/9	78/8
5. School district teachers and administrators have excellent working relationships.	37/42	45/26
6. Teachers who do not meet expected work standards are disciplined.	12/44	25/39
7. Staff who do not meet expected work standards are disciplined.	12/35	23/36
8. I feel that I have the authority to adequately perform my job responsibilities.	90/3	81/12
9. I have adequate facilities in which to do my work.	82/11	69/23
10. I have adequate equipment and computer support to do my work.	70/20	54/36
11. The workloads are equitably distributed among teachers and among staff members.	30/41	40/43
12. No one knows or cares about the amount or quality of work that I perform.	30/46	24/58
13. Workload is evenly distributed.	32/35	36/43
14. If there were an emergency in the schools, I would know how to respond appropriately.	91/5	87/7
15. I often observe other teachers and/or staff socializing rather than working while on the job.	30/43	18/66

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-20
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS
AND TEACHERS IN OTHER SCHOOL DISTRICTS**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD)¹	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. I am very satisfied with my job in the school district.	68/3	70/15
2. I plan to continue my career in the school district.	62/9	76/8
3. I am actively looking for a job outside of the school district.	10/63	11/74
4. Salary levels in the school district are competitive (with other school districts).	12/73	33/53
5. I feel that my work is appreciated by my supervisor(s).	43/31	65/21
6. I feel that I am an integral part of the school district.	56/19	59/20
7. I feel that there is no future for me in the school district.	8/61	12/73
8. My salary level is adequate for my level of work and experience.	12/66	20/69

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

**APPENDIX A-21
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
1. Most administrative practices in the school district are highly effective and efficient.	40/44	34/36
2. Administrative decisions are made promptly and decisively.	28/43	36/36
3. School district administrators are easily accessible and open to input.	50/35	39/35
4. Authority for administrative decisions is delegated to the lowest possible level.	12/26	15/29
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	60/17	55/27
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	32/25	45/19
7. The extensive committee structure in the school district ensures adequate input from teachers and staff on most important decisions.	32/51	29/39
8. The school district has too many committees.	32/32	43/13
9. The school district has too many layers of administrators.	14/51	53/15
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	56/24	35/28
11. Central office administrators are responsive to school needs.	37/27	27/34
12. Central office administrators provide quality service to schools.	40/26	27/31

¹ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*. The *neutral* and *don't know* responses are omitted.

APPENDIX A-22
COMPARISON SURVEY RESPONSES
BATH COUNTY PUBLIC SCHOOLS TEACHERS AND
TEACHERS IN OTHER SCHOOL DISTRICTS

PART G: SCHOOL DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ¹ + OUTSTANDING	
	BATH COUNTY PUBLIC SCHOOLS	OTHER SCHOOL DISTRICTS
a. Budgeting	82/8	65/16
b. Strategic planning	56/24	47/24
c. Curriculum planning	44/51	52/41
d. Financial management and accounting	39/34	49/23
e. Community relations	47/34	53/38
f. Program evaluation, research, and assessment	47/33	42/38
g. Instructional technology	39/54	53/40
h. Pupil accounting	39/38	29/39
i. Instructional coordination/supervision	39/51	38/48
j. Instructional support	43/51	48/45
k. Federal Programs (e.g., Title I, Special Education) coordination	54/34	36/40
l. Personnel recruitment	44/24	40/35
m. Personnel selection	52/22	42/37
n. Personnel evaluation	43/47	41/48
o. Staff development	44/49	42/52
p. Data processing	26/34	21/34
q. Purchasing	33/37	33/30
r. Plant maintenance	36/36	41/37
s. Facilities planning	34/31	41/28
t. Transportation	20/44	32/46
u. Food service	46/40	41/47
v. Custodial services	44/51	44/49
w. Risk management	32/24	22/32
x. Administrative technology	29/36	24/34
y. Grants administration	33/15	21/32

¹ Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*. The *neutral* and *don't know* responses are omitted.